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ABSTRACT

Summarizing the first eight months of the planning, design, and implementation of the new federal youth programs created by the Youth Employment and Demonstration Projects Act of 1977 (YEDPA) and the efforts for expansion and enrichment of the Job Corps, this report explains the charters of the two projects and their initial successes in and projections for meeting their goals. For YEPDA ten principles are specified: knowledge development; work experience; youth involvement; targeting resources on areas of greatest need; substitution prevention; control of overhead; institutional change (improving the linkages between education and employment and training systems); delivery agents; coordination of local and federal planning efforts; and rapid implementation. In the Job Corps' charter eight missions are identified: expansion of the program; maintaining and improving performance; need for new approaches; recruitment; placement; linkages with community groups and institutions; community involvement; and monitoring and evaluation. Innovations in the Job Corps' program are separated into three types: (1) special efforts devoted to target groups of the greatest need; (2) industry work experience; and (3) alternative delivery agents such as community-based organizations and labor unions. From efforts to fulfill the objectives of the two charters, this report indicates that knowledge of youth problems and programs is being expanded, that many demonstration projects and experiments are being undertaken, that important linkages are being formed, and that, overall, youth is benefiting from greater employment and improved services. (ELG)

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Youth Initiatives

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Employment and Training Administration
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Office of Youth Programs
1978

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U.S. DEPARTMENT OF HEALTH,
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PREFACE

In the Planning Charter for the Youth Employment and Demonstration Projects Act of 1977, the Department of Labor's Office of Youth Programs pledged to open the record of progress and achievements in the new youth programs to policymakers and the public. Following is the first major "Youth Initiatives" report, which summarizes and highlights the first eight months of planning, design and implementation of the new youth programs, and the efforts on expansion and enrichment of the Job Corps.

This synopsis presents progress to date in achieving the ten principles outlined in the Planning Charter. While it is premature to assess effectiveness, early indications are that important linkages are being formed at the national and local levels, knowledge of youth problems and programs is being expanded, a wide array of demonstrations and experiments are being undertaken, and, most importantly, youth are receiving more and better services, and are being employed in greater numbers. There is every indication that the youth initiatives will alleviate the critical employment problems of young people while improving the quality of employment and training programs.

INTRODUCTION

Youth unemployment is a major national concern. On March 9, 1977, President Carter outlined to Congress a bold array of measures to alleviate this critical problem. The principal elements were: (1) a doubling of the Job Corps, a program of longstanding demonstrated effectiveness in providing comprehensive human resource development services to economically disadvantaged youth, and (2) a battery of new initiatives which evolved after Congressional deliberation into the Youth Employment and Demonstration Projects Act (YEDPA).

In signing YEDPA on August 5, 1977, the President indicated its importance:

> "This bill will take a great stride forward in trying to correct this serious affliction on our Nation's economy...I think all of us realize that if a young person reaches the age of 16, 17, 18, all the way up to 24 years of age and cannot get a job in the formative years of life, there is a feeling of despair, discouragement, a loss of self-esteem, an alienation from the structure of society, a lashing out against the authorities who are responsible, which can shape that life for years to come.
>
> We are trying to address that now in the first major step forward. We will not only provide jobs under this program, but we will also learn about the best mechanisms for increasing jobs even more in the future."

Given the seriousness of youth employment problems, the interest in these youth initiatives and the Administration's commitment to open governmental decisionmaking to public scrutiny, every effort will be made to document administrative actions, to monitor performance, and to continually assess program impacts and lessons. This extensive report describes and analyzes progress in implementing the youth initiatives over the last 7 months. It is, of course, too early to determine the effectiveness of these programs in their primary aim of employing and increasing the future employability of youth. But early actions will critically affect future success and will determine whether congressional mandates and public hopes are realized.

Because the youth initiatives are so diverse, as are the employment problems to which they are addressed, it is not easy to summarize activity. Moreover, summaries necessarily involve judgements. For this reason, detailed documentation is provided along with overview assessments.

Within the following voluminous report, the key documents for quick review are:

1. YEDPA Implementation and Early Experience: A Synopsis by the Office of Youth Programs of the Department of Labor;
2. A Planning Charter for the Youth Employment and Demonstration Projects Act;
3. A Planning Charter for the Job Corps; and
4. The Expansion and Enrichment of the Job Corps: A Synopsis by the Office of Youth Programs of the Department of Labor

A more detailed review of YEDPA is provided in YEDPA Implementation and Early Experience: A Report by the Office of Youth Programs of the Department of Labor. A wealth of supplementary information is organized in four sections mirroring areas of administrative responsibility: (1) organization, planning and implementation; (2) knowledge development; (3) monitoring and assessment; and (4) technical assistance and training. Included are reports and assessments on all programmatic and demonstration components of YEDPA.

Because YEDPA is new, the documentation is much more extensive than for the Job Corps, where only the new features and changes are emphasized. The Job Corps is being substantially modified, but the major priority in the past months has been expansion. A review of developments is provided in The Expansion and Enrichment of the Job Corps: A Report by the Office of Youth Programs of the Department of Labor.

In addition to the material which is presented, there are a variety of reports, contracts and detailed analyses mentioned within the text which can be requested from the Office of Youth Programs of the Department of Labor. Few readers will be interested in every aspect of the youth programs, but for those who are, a complete array of materials is available.

This written information is useful as background and for general understanding. However, the reality of the youth initiatives is not revealed in data and rhetoric, but in the developments taking place in every State, city and county through the country. New approaches are being tried. Proven programs are being expanded. Knowledge is being developed about youth employment problems and programs. Fruitful linkages are being forged. Most of all, substantial numbers of youth are now receiving needed employment and training services. As expected, there is a wide variation in performance; and there are exciting developments almost everywhere. The youth initiatives have made a difference and hold substantial promise.

A SYNOPSIS OF THE YOUTH EMPLOYMENT AND DEMONSTRATION PROJECTS ACT

In A Planning Charter for the Youth Employment and Demonstration Projects Act (YEDPA) of 1977, the Employment and Training Administration of the Department of Labor articulated its interpretation of the legislative aims of YEDPA and outlined the fundamental approaches which would be used to realize congressional objectives. Ten Principles were specified:

1) to develop knowledge from the new initiatives about how best to assist youth,
2) to improve the quality of youth work experience,
3) to involve youth in decisionmaking, design and delivery,
4) to target program resources to those most in need,
5) to avoid substituting new youth resources for existing youth service commitments,
6) to minimize overhead in operating youth programs,
7) to promote institutional change, particularly program linkages between education and work activities,
8) to effectively deliver services while involving community and neighborhood based groups as much as possible,
9) to coordinate youth programs locally and nationally, and
10) to implement the new initiatives as rapidly as feasible, given institutional change and knowledge development goals, while retaining flexibility to redirect resources as lessons are learned.

After only a few months of operation, it is premature to assess the impacts or effectiveness of YEDPA and its four programmatic components: the Young Adult Conservation Corps (YACC), Youth Incentive Entitlement Pilot Projects (YIEPP), Youth Community Conservation and Improvement Projects (YCCIP), and Youth Employment and Training Programs (YETP). However, decisions, processes and developments in the design and implementation stage will have a substantial effect in the future. It is possible to identify encouraging developments as well as emerging problems and open issues. Based on a broad range of information which has already been gathered, the following preliminary observations seem warranted:

1. Knowledge Development

   - The substantial discretionary resources available under YEDPA are being committed to an extensive array of research, demonstration, and assessment activities. Implementation is on schedule and knowledge development objectives have been given priority. The YIEPP demonstrations have been carefully structured to address the congressionally specified questions underlying the Entitlement approach. These efforts should substantially improve our understanding of the magnitude of the youth job deficit, the costs and feasibility of job guarantees, and the connections between schooling and work.

   - Flexibility was provided to Comprehensive Employment and Training Act (CETA) prime sponsors to initiate local demonstrations and to analyze the effectiveness of existing services for youth. Such knowledge development activities were strongly encouraged. While there was a diverse response and some uncertainty over this local knowledge development mandate, many prime sponsors used the flexibility to innovate, experiment, and strengthen assessment and research efforts.

2. Work Experience

   - Supervision and worksite discipline are major emphases throughout the YEDPA programs. It appears from prime sponsor plans for YETP, YCCIP and YIEPP that this emphasis should lead to more structured, productive job settings. Early evidence of YACC indicates that needed work is effectively being performed in the conservation of our Nation's resources.

- There will be a closer linkage between work and education under the prime sponsor operated programs. Arrangements are being developed at the local level to provide academic credit for youth work activities. YEDPA will apparently result in a significant expansion of such arrangements. Jobs for in-school youths will be "enriched" with counseling, placement, occupational information and other services, but the degree and impact of enrichment is as yet uncertain. There has as yet been little progress under YACC to develop such arrangements.

- It is difficult to assess whether jobs provided to youth are more "meaningful" or have more career potential than those funded in the past. The majority are clearly of the traditional youth work experience variety. To date, there has been limited evidence of job restructuring.

- Discretionary resources are being used to develop and replicate promising work program models for in-school and out-of-school youth, to better understand the characteristics of youth jobs, and to measure the value of goods, services and other products of youth work experience programs.

3. Youth Involvement

- Youth advisory councils have been created and youth representatives have been designated who have participated in the planning and program review process in most prime sponsor areas.

- Only in a minority of areas have these councils had a major policymaking role consistent with the experience of established CETA planning councils. Youth have not yet had a major input on councils nor adequate training to participate effectively.

- There are some local plans to solicit the views of program participants, while at the national level efforts are underway to distill youth perspectives on employment and training programs and youth employment problems.

- There is minimal involvement of youth in administering youth programs, although under YACC youth will be used as crew leaders.

4. Targeting

- It appears that within the parameters established by the legislation, resources will be concentrated on youth in greatest need. The YACC program is open to a "mix of all youth." There are no specific goals for disadvantaged or minority youth. Yet, almost half of the participants to date have been economically disadvantaged and one-fourth of participants have been minorities. YIEPP is limited to youth from poor families. The plans for YCCIP indicate an emphasis on out-of-school, economically disadvantaged youth. Under YETP, there may be a number of nondisadvantaged youth who will receive labor market services or school-to-work transition assistance, but the bulk of work experience slots and expensive services will go to youth from low income families.

- Discretionary resources have been used almost exclusively for projects to aid youths from low income families or to assess their labor market problems.

5. Substitution

- Administrative actions have been taken to forestall or at least minimize substitution, but it is impossible yet to determine whether YEDPA resources have been substituted for others which would have been available for youth.

6. Overhead

- The CETA system has been able to effectively absorb the YCCIP, YETP and YIEPP programs. It appears that excessive overhead will not be a problem and that the use of public service employment program participants and in-kind contributions will reduce costs.

- Under YACC, startup expenses have been significant. It will be necessary to operate for several years before these are amortized. Continued attention is needed to reducing overhead.

7. Institutional Change

- YEDPA has resulted in very promising developments at the local level linking the education and employment and training systems. A collaborative rather than confrontative approach has occurred in most cases. There is a possibility of significant and continuing institutional change.

- The experience with work-education councils suggests that the collaborative process achieved through YEDPA program mandates can be usefully suplemented by nongovernmental, local initiatives.

- The notification process for local organized labor was carried out, and there was minimal opposition to proposed projects. However, active organized labor participation has occurred in only a limited number of communities.

- Private sector involvement was apparently not much greater than in previous youth programs, except in the case of several of the YIEPP projects where private sector work experience is permitted.

8. Delivery Agents

- The role of community based organizations (CBO's) has been substantially expanded under YEDPA. It is most pervasive under YCCIP, where community and neighborhood groups were given first consideration to operate projects. Under YETP, prime sponsors were given flexibility to develop their own methods of providing "special consideration" to these groups. There have been complaints from prime sponsors about these requirements for CBO involvement, but involvement has clearly increased. It remains to be determined how the greater participation of CBO's will affect services for youth.

- The use of nonprofit "intermediary" corporations to assist in various demonstration activities has proved effective to date in mobilizing nongovernmental resources and expertise and achieving balanced input into decisions which affect many institutions, disciplines and perspectives.

9. Coordination

- There has been extensive cooperation and coordination between Federal agencies concerned with youth. An effective working relationship between the Departments of Agriculture, the Interior and Labor under YACC has led to rapid implementation and a coordinated recruitment and selection procedure. An agreement between the Departments of Labor and Health, Eudcation, and Welfare provides for an array of joint technical assistance, research and demonstration activities. The Departments of Housing and Urban Development, Commerce, Transportation, as well as ACTION, the Community Services Administration, and the Law Enforcement Assistance Administration are involved in YEDPA demonstration programs for youth.

- The planning process for YETP and YCCIP sought to promote a coordinated approach by requiring assessment of all local employment and training efforts for youth. These planning requirements were perceived by prime sponsors as burdensome and of questionable value. However, the plans generally reflected the desired comprehensive perspective and were quite specific about linkages and coordination. It appears that the coordination of activities for youth at the local level will be improved somewhat as a result of YEDPA.

- YACC operations are closely coordinated with ongoing activities of the Departments of Agriculture and the Interior.

10. Implementation

- The planned implementation rate for the diverse YEDPA components has been maintained with only modest delays. The YACC and prime sponsor operated YCCIP and YETP programs were implemented first. YACC phaseup was slowed somewhat until staffing issues could be resolved, but the rate of enrollment was subsequently accelerated. However, the State grant of the YACC portion has lagged. Prime sponsor YCCIP and YETP plans were mostly approved on schedule, but the migrant and Indian programs have been developed more slowly. The YIEPP competition allowed startup early in the second semester of the 1977-78 school year. Discretionary activities testing alternative deliverers were begun next while there has been slower development of more complex demonstrations and experiments.

- Prime sponsors are planning a very rapid phaseup of their youth programs to a level of an estimated 335,000 cumulative participants under YETP and 26,000 under YCCIP by the end of Fiscal Year 1978. It remains to be seen whether such expansion occurs in the 9 months or less of Fiscal Year 1978 during which the grants will operate. The Federal portion of YACC has achieved its phaseup schedule.

A REPORT OF THE
YOUTH EMPLOYMENT AND DEMONSTRATION PROJECTS ACT

The Youth Employment and Demonstration Projects Act (YEDPA), signed into law by the President on August 5, 1977, is a milestone in our Nation's efforts to alleviate the employment problems of youth. It represents a major commitment of resources, with a $1.0 billion appropriation for Fiscal Year 1978. This will provide work and service opportunities for several hundred thousand unemployed young persons. In addition to this immediate impact, YEDPA seeks to improve the caliber of employment, training, and career development programs for youth.

First, it attempts to enlist all key elements of the community in a collaborative effort to aid youth by forging new institutional linkages between the education and employment and training systems, promote greater involvement of community and neighborhood based organizations, and improve business and labor participation in youth programs. Second, the Act aims to test both old and new approaches to determine what works best so that the President and the Congress can develop even more effective youth programs.

YEDPA is primarily a demonstration program. It consists of four distinct components: (1) the Young Adult Conservation Corps (YACC) operated jointly by the Departments of Labor, Agriculture, and Interior to provide employment to youth, ages 16 to 23, and to accomplish needed conservation work on our public lands; (2) the Youth Incentive Entitlement Pilot Projects (YIEPP) designed to test the efficacy and impact of guaranteeing jobs for all 16 to 19 year old disadvantaged youth residing in designated geographic areas who are in school or willing to return to school; (3) the Youth Community Conservation and Improvement Projects (YCCIP) designed to employ 16 to 19 year olds in well-supervised projects with tangible outputs benefiting the community; and (4) the Youth Employment and Training Programs (YETP) authorizing a full range of activities and services including job experience, training, occupational information, and supportive services to youth age 14 to 21, both in-school and out-of-school. Also included in YEDPA are funds to be used at the discretion of the Secretary of Labor to carry out additional innovative and experimental programs to demonstrate and test new approaches for dealing with the unemployment problems of youth.

Implementation of this legislation requires a careful balancing of its multiple goals. The needs of youth demand action as rapidly as possible. Institutional change and involvement must be a continuing process built on a firm foundation. Experimental and demonstration activities have to be carefully designed if they are to yield useful information. The pace of implementation, the emphasis on institutional change, the rigor of design and priority given learning activities--in other words, the results of early administrative decisions and processes--will have a major impact on the future success of these youth initiatives. While it is too soon to have results on their effectiveness, it is possible to report on these early decisions and processes.

Because Congress and the Nation are keenly interested in these efforts to aid youth and because the Administration is committed to an open decisionmaking process, priority has been placed on documenting and explaining administrative decisions as well as constantly monitoring the results. An Office of Youth Programs was established in the Employment and Training Administration of the Department of Labor to help ensure efficient and timely implementation of the new YEDPA programs. This Office issued A Planning Charter for the Youth Employment and Demonstration Projects Act of 1977 on the day the legislation was signed outlining the Department of Labor's basic principles in designing and implementing YEDPA programs, the constraints which had to be considered, the realistic objectives and the programmatic implications. Separate plans were published detailing knowledge development efforts, monitoring and assessment activities, and technical assistance and training initiatives. Together with published regulations, these documents provide a detailed record and explanation of administrative decisions.

The Planning Charter articulates the major principles guiding the design and implementation of YEDPA. The effectiveness of the programs and their administration can and should be judged relative to these principles. Ten principles or objectives were specified:

1) to develop knowledge from the new initiatives about how best to assist youth,

2) to improve the quality of youth work experience,

3) to involve youth in decisionmaking, design and delivery,

4) to target program resources to those most in need,

5) to avoid substituting new youth resources for existing youth service commitments,

6) to minimize overhead in operating youth programs,

7) to promote institutional change, particularly program linkages between education and work activities,

8) to effectively deliver services while involving community and neighborhood based groups as much as possible,

9) to coordinate youth programs locally and nationally, and

10) to implement the new initiatives as rapidly as feasible, given institutional change and knowledge development goals, while retaining flexibility to redirect resources as lessons are learned.

A range of information is available to assess progress toward these objectives:

- Administrative actions to realize each objective have been detailed in a set of papers prepared by the Office of Youth Programs.

- Progress is documented in separate reports for each of the elements in the knowledge development, monitoring and assessment, and technical assistance plans.

- An outside evaluation of the first 6 months experience with YCCIP and YETP in a sample of prime sponsors has been completed.

- The Office of Youth Programs, aided by regional office staff, has conducted site assessments of YCCIP and YETP in a sample of prime sponsor areas.

- Congressionally mandated reports have been prepared on the YACC and the YIEPP programs.

- A series of site visit assessments have been completed for YACC by the Employment and Training Administration's Office of Policy, Evaluation and Research with the cooperation of the Departments of Agriculture and Interior.

- A sample of prime sponsor YETP and YCCIP plans has been reviewed and analyzed by the Office of Youth Programs.

- Preliminary data are available on operations to date under all components of YEDPA.

- A statistical survey of prime sponsors' YETP and YCCIP experiences has been completed by the Employment and Training Reporter, an independent journal.

- Work-education councils supported by the Department of Labor before the passage of YEDPA, but supported currently under YEDPA, have been been evaluated by an outside group.

Thus, this report on YEDPA Implementation and Early Experience synthesizes a range of information. Since synthesis requires interpretation and value judgements, all basic reports and analyses are also presented for those interested in more detailed information.

The presentation is structured around the Planning Charter's ten principles. It seeks to assess how well the Department of Labor and the Comprehensive Employment and Training Act (CETA) system have done in accomplishing their stated objectives. It does not seek to prejudge the effectiveness of the new youth programs, but rather to provide Congress and the public with an understanding of what has occurred to date and whether the special concerns of the Nation's policymakers have been adequately addressed during the early stages of implementation.

1. KNOWLEDGE DEVELOPMENT

The Youth Employment and Demonstration Projects Act (YEDPA) authorizes a range of innovative projects and programs to explore the relative effectiveness of alternative approaches for assisting economically disadvantaged and other youth to complete high school, enter the world of work and achieve job stability and advancement. Research, assessment, demonstration activities and experimentation have traditionally been Federal responsibilities. However, under YEDPA, local knowledge development activities are also encouraged. The design of sophisticated research, econometric analyses, demonstrations which must be implemented in a number of settings with varying conditions, and controlled experiments with large sample sites, necessarily remains a Federal responsibility. But there is much which can be learned from analytic and demonstration efforts planned and implemented at the local level. Such efforts can have immediate impacts on local programming and may aid in developing approaches of potential national significance.

The national initiatives will be financed under the discretionary authority provided by Congress to the Secretary of Labor. Discretionary funds amount to more than $209 million in Fiscal Year 1978 or roughly one-fifth of total YEDPA availability. A Knowledge Development Plan for the Youth Employment and Demonstration Projects Act sets forth specific goals and objectives to be achieved in utilizing YEDPA resources and outlines a range of demonstration projects, special research studies, and program evaluations to be undertaken.

The major knowledge development activity is the Youth Incentive Entitlement Pilot Projects (YIEPP) or Entitlement program. This is a rigorously designed experiment to 1) test whether meaningful school-year (part-time) and summer (full-time) jobs can be created for all 16 to 19 year old economically disadvantaged youth residing in a designated area who are in secondary school or who are willing to return to school or enroll in a course leading to a certificate of high school equivalency, 2) determine the proportion of eligible youth who will seek such jobs, 3) test whether employment will be an incentive to increase high school retention, return, and completion, and 4) assess longer-term impacts of employment and education on the earnings and life experiences of program participants.

To test the feasibility and usefulness of the Entitlement concept, Congress mandated the design of research and assessment efforts to explore:

- rates of participation among eligible youth,
- program costs, including the cost of extending such a program nationwide,
- characteristics of enrollees, work and training,
- effects of school-linked employment opportunities on the participants,
- effects on local labor markets,
- relative efficacy of various organizational structures.

To further develop knowledge on the problems of youth unemployment, YIEPP was also intended by Congress to support ongoing innovations and to try out promising ideas: private-for-profit employers may receive direct support to provide jobs and training; preapprenticeship training may be used to give eligible youth a solid basis for transition to regular union apprenticeships; intensified occupational and career counseling and on-the-job training are to be provided. Entitlement can also offer new options to youth under the jurisdiction of the courts, and young unwed mothers may be encouraged to complete high school and be offered job skill and parenthood training.

Because of the uncertain yet surely substantial costs of job guarantees, only a few full saturation tests could be tried on a very large scale. Implementing the variations mentioned by the legislation would be difficult in these saturation sites where implementation burdens would be massive. Therefore, a two-tier approach was designed which would include several large-scale, or Tier I, projects covering whole neighborhoods or jurisdictions to test the impact of the program as well as the feasibility of implementation in large jurisdictions, and smaller Tier II projects, each covering the area served by a particular school or small school district, testing a greater variety of programmatic approaches. Tier I demonstrations would provide jobs for between 3,500 and 10,000 youth while the Tier II projects would enroll no more than 1,000 youth.

So that the demonstrations would in fact constitute a national experiment, sites were expected to represent a wide economic and geographic range--both large and small cities, high-density urban areas and sparsely populated rural regions, as well as areas of varying unemployment rates, school dropout rates, and racial/ethnic compositions.

Choice of sites under YIEPP is a responsibility of the Secretary of Labor. In order to insure that all areas had an equal chance to provide jobs for their youthful residents, and to guarantee that those best able to meet the administrative and research challenges would be selected, the Secretary utilized an open, competitive selection process consisting of two steps, a pre-application and a final application procedure. The selection process was a rigorous and objective one. Out of 153 initial applications, 17 Entitlement project sites were selected, 7 for large-scale Tier I projects and 10 for Tier II.

To assist in the research and demonstration aspects of YIEPP, the Employment and Training Administration engaged the Manpower Demonstration Research Corporation (MDRC)--a nonprofit organization established by interagency funding to perform just such missions. MDRC helped to develop and implement the research design which will assess the impacts of the program on the participants and communities, the costs of the program, and implementation considerations such as the effectiveness of alternate program delivery approaches.

The projects will begin employing youth in late March 1978. They will run through the summer and the 1978-79 school year. Knowledge development objectives have been given precedence in all programmatic decisions. There is every indication that YIEPP will be one of our Nation's most significant social experiments, answering the challenging questions raised by Congress. The short-run impacts, costs and implementation considerations should be assessed by December 1979, while longer-term impacts of increased employment and education on disadvantaged youth should be analyzed by December 1981.

Under YETP and YCCIP discretionary authority, work has substantially progressed on the complete range of research and demonstration projects detailed in the Knowledge Development Plan. The following list includes only those where design and development have been completed and contractual arrangements have been finalized as of March 15, 1978.

1. To test alternative delivery approaches and to carefully assess the basic value to youth of community improvement work, projects will be implemented by community development corporations under the direction of the Department of Housing and Urban Development as well as by a specially created nonprofit corporation seeking to replicate a model approach.

2. The Career Intern Program model developed and tested in a single site by Opportunities Industrialization Centers with the help of the National Institute of Education will be replicated in four sites to determine whether its career-oriented, alternative education approach can work well in a variety of settings.

3. The impact of school-to-work transition services and the effectiveness of various deliverers will be carefully assessed in a structured set of projects to be developed by different agents but evaluated by common criteria. The first of these contracts has been finalized and the projects will start in the spring.

4. The National Youth Service concept will be tested under a project operated by ACTION in Syracuse, New York, providing community service internships for approximately 1,650 unemployed youth 16 to 21 years of age. Design and implementation are well underway.

5. Work-education councils have been supported in 32 selected communities to bring together representatives of all sections of the local community to work cooperatively to improve the school-to-work transition process. A comprehensive evaluation is being undertaken by the National Institute of Education.

6. The National Occupational Information Coordinating Committee (NOICC) has received $3 million to improve occupational information and its delivery, particularly for unemployed youth. Activities will include a survey of occupational information at the secondary school level, a test of the effectiveness of different types of information and delivery, and a demonstration assessing the impacts of intensive exposure to occupational information.

7. A National Longitudinal Survey will track the school-to-work transition of a large sample of primarily economically disadvantaged youth. A questionnaire is being developed to assess issues such as the impact of the family, school and community environment as well as employment and training programs on the employment problems of youth.

8. A range of theoretical and research studies has been commissioned. A conference on Employment Statistics and Youth is already completed, and the results are being packaged for national distribution. An analysis of the impacts of employment and training programs on measured rates of youth unemployment is underway, as well as attempts to assess the value of output under work experience programs.

9. A nonprofit corporation, Youthwork, has been established with foundation support and funded to assist in the research and demonstration activities associated with the incentive grant program for exemplary in-school projects.

These already implemented national knowledge development initiatives, as well as those such as private sector demonstrations which are nearing implementation, are supplemented by the local efforts under YCCIP and YETP. CETA prime sponsors have been encouraged to identify pertinent issues and questions for special study or demonstration or testing, and to design programs and approaches to address these issues as far as possible. This is a new requirement for CETA prime sponsors. In the past, prime sponsors have not been required to highlight in their grant applications any specific research, assessment or experimentation plans. Given this unfamiliarity and the limited time for design, it was not expected that all sponsors would be able to devote special attention in Fiscal Year 1978 to knowledge development efforts. In fact, however, about three-fourths of the sponsors' plans include some description of particular local goals, issues and programs to be addressed or undertaken for knowledge development.

Understandably, there is a wide local variation in approach, ranging from assessments based on intuitive judgements of program experiences to the testing of formal hypotheses through experimentation and rigorous analysis of program effects.

Sponsors appear to have considerable interest in ascertaining whether the project-oriented work approach is more helpful to youth than programs which provide a mix of work and services. Roughly, one-fifth of sponsors performing knowledge development activities are planning to compare YCCIP and YETP with respect to benefits for out-of-school youth. Under YCCIP, the most frequently mentioned concerns are whether the work approach is effective and whether factors can be identified that contribute to enhancing positive termination rates, particularly entry into unsubsidized employment. A wider array of knowledge development goals and issues is cited in prime sponsor YETP applications, reflecting the breadth and complexities of the YETP mandate to serve both in-school and out-of-school youth with a comprehensive range of services. Some of the questions are as follows:

1. How can dropout rates be lowered and youth induced to return to school, and will this improve future earnings?
2. What are the best methods for aiding youth to select a vocation?
3. How can private sector employer attitudes be changed toward hiring youth?
4. Can employment and training services reduce recidivism among young offenders?
5. Which services contribute most to successful school-to-work transition?
6. Is "one-to-one" counseling more effective than providing life skills training to groups of youth?
7. Are training courses for nontraditional jobs effective?
8. What factors or methods are best for identifying potential school dropouts?

The likely effectiveness of prime sponsors in addressing these issues is difficult to determine, especially since there is frequently limited information in local plans about the proposed knowledge development activities. Overall, sponsor plans reflect the one-year authorization of YETP and YCCIP. In only a few instances does knowledge development entail collection and analysis of longitudinal data reflecting post-program employment and other experiences of youth. The typical plan calls for distilling knowledge based upon experiences in the course of program operations during Fiscal Year 1978, particularly the behavioral and attitudinal changes during enrollment in the program. An assessment by research and demonstration experts suggests that in about one-third of the plans with knowledge development activities there has been serious attention to implementing programs which will provide some "know how" on ways to improve local program effectiveness in meeting the needs of disadvantaged youth. In many of the remaining cases, assessment activities may be strengthened and some new initiatives undertaken, even if sophistication and rigor are limited.

Without question, the emphasis on knowledge development at the local level will result in some innovation, self-examination, and understanding which would not have otherwise occurred. However, the initial plans must be supported by resources, technical assistance and encouragement from the Department of Labor if they are to be realized. The structured array of research and demonstration efforts using the Secretary's discretionary resources should substantially improve understanding of the employment problems of youth and how they can best be overcome.

2. WORK EXPERIENCE

A major impetus for YEDPA was the congressional perception that work experience programs for youth could and should be improved. To upgrade the quality of jobs. the legislation *emphasized better supervision, linkages with education, par*ticularly the awarding of academic credit for work experience, enrichment of in-school work programs by the addition of job information, counseling, guidance, and placement services, and job restructuring to open new career ladders for youth.

Improved supervision is a major emphasis under all YEDPA programs. Every YETP and YCCIP plan must assure "adequate supervision." Undoubtedly, some prime sponsors will not deliver on these assurances; however, four-fifths of plans elaborate on special measures that will be taken to assure adequate supervision. One-fourth of plans indicate supervisor-to-youth ratios more stringent than the 1:12 specified for YCCIP.

Under YIEPP, jobs have been carefully detailed in most plans, and there will be thorough worksite monitoring. Adequate supervision is pledged. It remains an open issue whether structured, supervised work can be provided given the scale of activities in the Entitlement sites.

The YACC program is designed basically as a work program to improve public lands. Careful work project planning and documentation of work output is intended in all YACC camps and projects. There will be a supervisor-to-participant ratio of approximately 1:10. Early site reviews suggest that productive work is being accomplished under qualified supervision.

Efforts to award academic credit for work experience have been surprisingly extensive. It is estimated that four of five prime sponsors will seek to arrange academic credit for work experience under YETP, and two of five under YCCIP where arrangements are somewhat more difficult because of the concentration on out-of-school youth. Most arrangements will be on an individual basis rather than a program basis, and it is yet unclear what proportion of participants will benefit. In the case of academic credit for job experiences, YIEPP plans, like YETP and YCCIP, contain significant references to such arrangements. In some cases, particularly in a few of the Tier I proposals, these plans are fairly detailed; in most cases, however, final arrangements have yet to be made.

In an effort to provide for quality work experiences, many prime sponsors are planning to emphasize jobs with career potential. Many YETP plans either specify that the jobs selected will provide training in occupations for which there are openings in the labor market or establish percentages of placements that are to be related to the vocational goal of the participant. In-school career employment experience, combining work and transition services, will account for roughly 45 percent of outlays under YETP. In the case of YCCIP plans, there is limited enrichment and a general belief that the job skills alone will lead to placement into unsubsidized jobs after participation. Under YIEPP, there will, by design, be close linkages between educational curricula, services and work. On the other hand, under YACC, few linkages have been developed as yet to supplement work experience with counseling, occupational information, placement and other services.

The nature of the jobs themselves is difficult to generalize. Work experience, career employment experience, and on-the-job training positions have been identified in only about one-half of the YETP and YCCIP plans; moreover, it is impossible to determine the quality of the jobs from the job titles. The job choices under YETP are, for the most part, familiar work experience positions in the clerical, maintenance, and recreation fields. There are others which might have more career potential including child care aides, teacher aides, laboratory assistants, mechanics helpers, library aides, and electrical aides. YCCIP plans place heavy emphasis on such job categories as home maintenance work, construction, carpentry, painting, conservation, weatherization, landscaping, or nature trail improvement. Only one-fourth of prime sponsors report any job restructuring activities, so that restructured "new career" jobs will account for only a small proportion of all work experience slots.

In the case of YIEPP, there will be a similar range of jobs. Of particular interest will be the approximately 15 percent located in the private-for-profit sector. Several of the Entitlement sites will have a much higher percentage.

At the national level, discretionary activities will seek to improve understanding about effective work experience. Contracts have been signed with research groups to study the value of work output and to assess worksites under YEDPA and summer youth programs. Both studies should be completed by the fall of 1978. A private firm has also been commissioned to provide technical assistance to prime sponsors on job restructuring--an area in which prime sponsors have indicated little activity to date. Another contractor is also identifying exemplary work experience projects for youth so that these may be more broadly replicated.

It is clear that the question of work quality has received particular emphasis on YEDPA. While implementation is only beginning and no impacts can therefore be measured, the level of commitment and interest overall promise significant improvements in this area, not so much in the types of jobs being done but in the degree of supervision, enrichment, and linkage to future employment.

3. YOUTH INVOLVEMENT

Active youth participation can provide decisionmakers with first-hand feedback on youth needs, viewpoints and attitudes. It can also give young people the opportunity to assume new responsibilities and make meaningful contributions to the programs which serve them. Youth participation has, therefore, been actively encouraged. First, youth are to be represented on youth advisory councils. Second, the regulations and grant applications encourage prime sponsors to involve youth in youth program administration, including monitoring and review activities. Third, sponsors are encouraged to assess the viewpoints of youth program participants. At the national level, the Office of Youth Programs plans to employ youth interns to support a participant/observer committee to provide first-hand feedback on youth needs, programs and problems, and to solicit an array of views of youth in a series of regional conferences.

Youth involvement in the programs has, on the whole, been minimal to date. In local planning for YETP and YCCIP, the youth advisory councils have had a limited role in many cases, and the youth representatives have had little impact. Almost 85 percent of prime sponsors had youth councils of one sort or another in the previous year, but four of five prime sponsors added youth members to meet the regulations. There was no time to train youth representatives and to involve them in Fiscal Year 1978 planning. Moreover, in some cases, prime sponsors felt that youth were "out of their element" and tended to overestimate the role the programs could play in addressing their needs. Sponsors will have to make special efforts in the future to orient youth representatives if they are to effectively participate.

To date, the role of the youth councils has largely been restricted to reviewing plans and making recommendations. According to an independent survey, many prime sponsors believed that the council's major purpose was simply to meet Federal regulations. Only one of seven prime sponsors reported that planning councils had a greater impact under YEDPA than under previous CETA programs.

Despite these limitations, some plans indicate promising ways to involve youth. In a few cases, prime sponsors will have youth representatives meet with program participants and job site supervisors as part of ongoing monitoring efforts. In other cases, youth would participate in exit interviews with participants to obtain their comments on the quality of training.

From site visits made in early February, it appears that a number of prime sponsors have already taken steps to improve the role of the youth on the councils. Some have formed "youth only" councils or an informal work group of youth representatives in an effort to reduce intimidating factors and to encourage greater youth participation. Review teams also interviewed the youth representatives on the councils and found them enthusiastic about their involvement. With initiative from the sponsors to enhance the youth advisory role, it would appear their participation could become more meaningful.

Involving youth in the delivery of services also received scant attention in YETP and YCCIP plans. A few sponsors planned to use youth in recruitment efforts. In other cases, they would help train or tutor other youth in their YETP programs. In YCCIP, a few plans would use participants as peer supervisors to gain supervisory experience. Overall, however, such specifications were not widespread.

YIEPP plans did not have to be reviewed by youth councils (although they were in some cases) nor was information on youth participation requested in the application to the extent that it was in the other two programs. As a result, less information on youth involvement is available in the YIEPP plans. Interestingly, however, it was a YIEPP Tier I plan that provided the most detail on a broad range of youth activities. Participants were to be trained to help provide day care and transportation services for other participants. Others would be employed as teachers' aides in local public schools, including a special project to train and place participants as mathematics tutors to work in local education agencies. Further, some participants would be trained to participate in prime sponsor research, data processing, and related clerical jobs.

YACC can be expected to involve youth in program activities to the greatest extent of the four programs. Many youth will serve as work group leaders and will be paid a higher wage.

At the national office level, youth involvement has also been less than anticipated. Only a few youth interns are as yet on board because of the difficulties of making arrangements, selections and supervisory plans. However, a National Youth

Participant Observer Committee has been established through the National Urban League. Sixteen young people, age 16 to 21, representing a cross-section of participants in CETA programs were selected to serve on the committee. The first of a series of quarterly meetings has been held. In addition, a series of four conferences on youth perspectives on employment development and the work world by the National Urban Coalition are underway.

It is clear that meaningful involvement of youth in the programs can and should be much more than it has been to date. There were other higher priorities during the first few months. Arrangements for fuller participation will require time and continuing attention.

4. TARGETING

One of the basic principles of YEDPA has been that resources should be concentrated on those with greatest need. The labor market problems of all youth are severe, but the situation is compounded for economically disadvantaged youth, particularly members of minority groups, females, residents of poverty areas, youth with limited education achievement or attainment, those with mental or physical handicaps, and others who have been involved with the criminal justice system. Most analyses suggest that persons from families with poverty incomes will have more frequent and long-lasting problems than those from families with greater incomes.

Targeting under YEDPA varies among the programs, but only YIEPP is limited by law to the economically disadvantaged. Department of Labor regulations and planning documents have, however, sought to increase the targeting of resources. In YETP and YCCIP, although not stipulated in the law, the regulations require that preference be given to the economically disadvantaged with special efforts to serve those groups having the severest problems in obtaining employment. The priority consideration accorded community and neighborhood organizations as operators of YCCIP projects and the special consideration given community based organizations (CBO's) in YETP was also expected to help target resources on those with greatest needs. Moreover, the grant narratives for YCCIP and YETP ask for a description of procedures for reaching the economically disadvantaged and assuring that they are served. YIEPP, already limited by law to the economically disadvantaged, which is defined as 70 percent of the Bureau of Labor Statistics lower living standard, was further limited to those below poverty levels set by the Office of Management and Budget; the latter income standards are roughly one-fifth lower and, therefore, provide greater focus on youth most in need. Under YACC, which is open to youth of all economic backgrounds, an agreement was reached between the Departments of Labor, Agriculture and Interior to serve economically disadvantaged youth at least in proportion to their incidence in the population. Beginning basically as a nonresidential program, sites will be located near and draw from youth residing in areas of substantial unemployment.

It appears that this emphasis on targeting has had a significant effect. Targeting on economically disadvantaged under YETP and YCCIP plans ranges from 40 to 100 percent, with more than one-third of YCCIP plans and one-fifth of YETP plans limited to the economically disadvantaged. In site reviews, prime sponsors indicated that in addition to focusing on the economically disadvantaged and low income minorities, they would also emphasize service to school dropouts and youth with legal problems, as well as the physically handicapped and young females with children. Selection of females as a target group under YCCIP is particularly significant; special efforts to recruit females into the more nontraditional YCCIP jobs were frequently mentioned in plans. In an independent survey of prime sponsors, nine of ten prime sponsors indicate they would exert special efforts to recruit the disadvantaged, and three-fifths will work to recruit minority youth.

Every effort at targeting to those most in need has also been made under discretionary projects. Site selections for many of these projects will be based on economic and demographic characteristics of the areas. Most of the projects will be limited to or give preference for the economically disadvantaged.

YIEPP is already restricted to the economically disadvantaged, and targeting on subgroups is not an issue because all eligibles who want jobs are guaranteed them. Sponsors tended to select Entitlement areas where there were high concentrations of families in poverty and above average school dropout rates. Tier II sponsors frequently indicated special outreach efforts for certain groups; four of the ten Tier II programs will have special programs for teenage mothers or parents while three will concentrate on youth with legal problems.

Under YACC, preliminary data indicate that a mix of youth of all socioeconomic classes are being served. Almost one-half are reported as disadvantaged, two-fifths have less than a high school education, and three of ten are members of minority groups. However, only one-third of participants to date have been females. These figures are likely to change as more participants are brought on board.

Methods for assuring targeting vary significantly among programs. YIEPP eligibility verification and periodic reverification procedures are the most stringent because of the job guarantee concept for eligible youth which is being tested. In the YETP and YCCIP plans, specific references to procedures are far less frequent. Most prime sponsors simply indicate that they will apply the income criteria at intake and will use the outreach and recruitment systems already in place under Tier I and the summer program for economically disadvantaged youth (SPEDY). Some plans call for a point system at intake with weights identified for varying employment barriers (e.g., minority, female, handicapped). The individual with the greatest number of points would thus be chosen first. Most often, however, the plans give no details on eligibility verification or reverification procedures. Site visits have indicated that verification of eligibility information is not done on a routine basis. Determining whether this, in fact, leads to significant numbers of ineligibles in the program will require further study, which is planned.

Eligibility requirements have raised some concern among prime sponsors. In one survey, two-fifths expressed the view that differing eligibility requirements in the programs would hinder effective administration. Although the regulations attempted to minimize these differences by requiring preference for the same group in all programs, prime sponsors felt that the requirements confused both their own staffs and potential participants and would hamper operations. Discussions at joint prime sponsor/LEA workshops also surfaced concerns for 14 and 15 year olds. Some felt that more should be done to help them explore careers and to stay in school.

Whatever issues remain concerning targeting procedures and the exact mix of participants in different YEDPA components, it appears that the bulk of resources will probably go to youth with the most severe handicaps to employment. Administrative actions and independent choices by local decisionmakers have produced a reasonably well-targeted program within the parameters established by the Congress.

5. SUBSTITUTION

YEDPA's impact on the employment problems of youth and its effect in changing current youth service operations rest on assuring that the new resources will supplement rather than substitute for previous commitments.

From the information contained in the prime sponsor grant package, it is impossible to determine with any certainty whether sponsors will use YEDPA funds for activities which have been funded in the past from other CETA titles or other Federal or local sponsors. Certainly, no plan contains any indication that YEDPA monies will substitute for other funds since this is contrary to the regulations. There are, however, some grounds for optimism. One-third of all YETP plans, for example, state that Title I activities for youth will be expanded. One-fifth state that YETP funds will be used for "new" activities to fill existing gaps in services.

One of the criterion for the selection of YIEPP sites was the amount of resources which would be made available from sources other than Entitlement. Roughly, one-eighth of project costs will come from local funds and from sources other than YIEPP. It is unlikely that much substitution occurred, although there may have been geographic redistributions.

The issue of substitution in the schools will also need to be carefully watched. Again, YIEPP appears to be the biggest concern. While YIEPP programs were not to pay schools for the costs of dropouts that return, it is clear that, in some locations, there are not the funds or staff to cover youth who might return to school, and it is questionable whether the schools will succeed in getting the needed financial support from the State or local levels.

Even in the case of YETP and YCCIP, with school enrollment decreasing in many areas, there may be serious efforts by school systems to use YEDPA funds to maintain teachers and other staff who would otherwise be laid off. Analysis of plans suggests that 55 percent of YETP will be used for in-school programs, with 9 percent of this for transition services. It does not appear from the overhead projections and from the site reviews, or from the service distributions, that substitution with the schools has been a significant problem in the aggregate.

Under YACC, substitution is not a major issue. There is an identified backlog of work, and of the youth employment programs operated by the Departments of Agriculture and Interior, the Youth Conservation Corps will be continued and Job Corps conservation centers will be expanded.

As soon as data become available, the substitution issue must be carefully assessed since the pressures for substitution tend to increase with time. There is, at present, no evidence for concern, but vigilance is necessary.

6. OVERHEAD

To provide maximum services to unemployed youth, it is important that expenditures for administration, support, equipment, and materials be reduced to the minimum level consistent with quality programs.

YACC regulations attempt to keep overhead costs low by using existing, experienced agencies for recruitment, eligibility determination, and referral. The interagency agreement limits costs to a $10,500 average annual enrollee-slot cost over two years, including startup costs, thus insuring against excessive initial outlays. YCCIP regulations strongly encourage applicants to use funds from other sources to supplement administration, materials, equipment, and supplies; 65 percent of grants must be used for wages and benefits for participants. YETP regulations limit administrative costs to 20 percent. An important selection criterion in YIEPP competition was the extent to which prime sponsors were willing to commit other resources, and detailed budget information, including program management costs, was required. Competition probably helped to reduce overhead rates.

Prime sponsors have tried to reduce overhead in the new youth programs in a variety of ways and have avoided establishing administrative structures outside the existing CETA umbrella. Although the regulations limit administrative costs to 20 percent in YETP, plans suggest that prime sponsors will keep their overhead to less than 14 percent. In YCCIP, only about 11 percent will be used for administrative purposes with nearly 75 percent of expenditures projected to be used for participant wages and fringe benefits.

One method common to both YETP and YCCIP is the use of existing CETA structures in administering programs. In most plans reviewed, and particularly where youth were a major component of other CETA programs, sponsors planned to use the same outreach, intake, referral, and placement approaches for youth as under title I programs. In many instances, this involved modifying existing financial and nonfinancial agreements with State Employment Security Agencies. In some cases, to show the intensity of the focus on youth, prime sponsors have established separate units but these too are integrated into the overall CETA structure.

Under YETP, prime sponsor/local education agencies agreements have often included significant in-kind contributions from the school systems. In some instances, school-based counselors are provided at no cost to the program. In other cases, school systems are contributing administrative support and the use of school physical plants at no cost to YETP.

Efforts to further reduce overhead in YCCIP appear to fit into two categories: (1) sponsors have tried to secure worksite supervision at no cost to YCCIP with sponsors using titles II and VI public service employment participants or requesting community-based organizations or local governments to supply supervisors as in-kind contributions, and (2) sponsors have tried to secure equipment, materials, and supplies at no cost to YCCIP from local governments, nonprofit agencies, private businesses, and Federal agencies. Some, however, have felt hampered from securing resources from certain Federal agencies because of Davis-Bacon wage provisions. Other prime sponsors have expressed the view that YCCIP administrative limitations were too restrictive and would result in poor management.

YIEPP clearly shows the effects of specific directives to minimize overhead. As indicated previously, applicants were credited for using outside resources,and they clearly did reduce overhead through in-kind and other financial contributions. Administrative arrangements vary widely and it is not possible to assess the relative efficacy of the different configurations. Some sponsors are using current staff to administer the Entitlement program; others are hiring new staff, while others are using the schools.

To meet YEDPA's knowledge development objectives, extraordinary amounts of research, evaluation, and design are necessary, particularly under YIEPP and discretionary YETP and YCCIP activities. It is estimated that approximately $15 million will be utilized for knowledge development activities such as research and evaluation which do not directly provide employment and training for youth. These are the extra expenditures to learn more from regular program efforts. This total represents only 7 percent of Entitlement and discretionary YCCIP and YETP resources, or less than 2 percent of the total authorization for Fiscal Year 1978. In many cases, the research and evaluation activities will continue beyond Fiscal Year 1978. These outlays must be considered an investment in knowledge development and assessed in terms of the information which is provided and the programmatic improvements which result in future years.

Every effort was also made to minimize overhead under YACC. Lead responsibility for recruitment in an area was focused on the State Employment Security Agencies (SESA's). SESA's are recruiting and referring eligible youth to YACC sites at no cost to the program. In addition, prime sponsors, migrant and Indian CETA grantees, and others are assisting in recruitment and referral at no cost to YACC. Also, in an effort to minimize the number of new Federal staff needed as supervisors, youth participants are being used to work as crew leaders. Finally, YACC has to date placed its emphasis on establishing nonresidential sites in order to provide additional time to identify existing facilities for residential camps and because nonresidential camps are substantially less expensive, requiring less overhead per enrollee. Nonresidential sites have been located near existing staff and facilities. Despite these efforts, however, initial (incomplete) data suggest that the federally operated component will exceed by some degree the budgeted per enrollee cost of the nonresidential program. This probably represents one-time capital and startup outlays which will not be repeated in the second year of operations.

Overall, it appears that YEDPA resources will be used preponderantly for wages and services for youth. Startup of YACC and experimentation will somewhat reduce the immediate impact but will have longer-term payoffs. The CETA system is clearly an efficient administrative mechanism in terms of overhead expenses.

7. INSTITUTIONAL CHANGE

YEDPA seeks to improve the linkages between the education and employment and training systems. It also aims to promote greater involvement of business and labor. The results of institutional change efforts are as follows:

A. Education Linkages

One of the most promising aspects of YEDPA has been the evolving linkages between CETA prime sponsors and local education agencies (LEA's). While some prime sponsors and LEA's have long worked together on certain aspects of CETA programs, no linkages existed in many areas, and cooperation was minimal in others. With YEDPA came the requirement that at least 22 percent of the YETP grant funds be used only when a CETA prime sponsor and LEA had signed an agreement concerning the delivery of services to in-school youth. It was hoped that this would lead to more comprehensive coordination between the two public agencies.

At this date, the specific details on these relationships are generally not known. Prime sponsors had 60 days to develop LEA agreements after the submission of their YETP plans to the Department of Labor. Site visits in early February did find that prime sponsors and LEA's were moving ahead to sign agreements and were optimistic about their linkages. In fact, one-half of the prime sponsors visited identified LEA's, along with CBO's, as the biggest help during the planning process. Three of every five prime sponsors report increased involvement with schools under YEDPA. The extent of collaboration is suggested by the fact that the share of YETP funds for in-school programs is double the mandated proportion.

As a result of the LEA agreement requirement in YETP, school counselors and CETA staff appear to be working together more closely, and counselors have been involved in YEDPA employment and training efforts in numerous ways. In areas where the prime sponsor and LEA's appear to be working together for the first time, evaluators have found increased emphasis on serving in-school youth in employment and training programs with the programs shifting attention from dropouts to dealing with potential dropouts; on the other hand, where out-of-school youth continue to be the primary target group, greater emphasis is being placed on returning them to school rather than in solely providing work programs for income maintenance purposes. Within the schools, there appears to be greater attention to the economically disadvantaged in school-based, career-oriented programs, compared to the past where resources were frequently reserved for better students. Involvement of school-based counselors in YETP appears to provide better coordination of CETA programs with the schools' own work-study and distributive education programs.

Joint involvement of both the prime sponsor and LEA also appear to have led to greater career orientation of jobs. There is increased interest, for example, in tying vocational education curriculum to jobs. Also, as indicated previously, a large majority of plans indicate efforts to secure academic credit for work experience.

Certainly, the mechanics for working out the LEA agreements have not been trouble free. In some places, prime sponsors and LEA's have viewed each other with considerable suspicion. Prime sponsors believe that school systems are not interested in serving those who have dropped out of school or are about to drop out. Further, where schools have made attempts to work with these groups, the sponsors believe that their efforts have ended more in failure than in success. On the schools' part is the feeling that CETA employment and training programs have attempted to diminish the standards for academic credit and high school equivalency. In negotiating agreements, therefore, it was not surprising that LEA's often wanted more control over the YETP programs while prime sponsors expressed concern about the extent that targeting would occur in schools and the difficulties of assuring accountability.

In areas where there were numerous LEA's such as balance-of-States, prime sponsors were further faced with having to select only a few to receive funds. The processes for accomplishing this are not fully known but LEA agreement development has apparently caused political dilemmas in a few cases.

YIEPP has led to extensive coordination among LEA's and prime sponsors. Cooperation was essential if a prime sponsor's YIEPP appplication was to be favorably considered. While it is possible, now that the funding has occurred, that disharmonies may develop in the relationships established, it is clear that the schools in the Entitlement areas will be heavily involved in the program. In most cases, schools will assist in intake, eligibility verification, and documentation of school attendance and performance. In others, they will be involved in worksite selection and even referral to jobs in order to match curriculum and career goals to the job experience. In a few cases, the schools are the managing agents of the overall experimental effort.

To help improve coordination among the prime sponsors and LEA's, the Department of Labor funded five regional workshops conducted jointly with the Department of Health, Education, and Welfare involving 1,000 representatives of prime sponsors and LEA's. The conferences were designed to give participants an opportunity to discuss issues pertaining to the development of the agreements, work experience, career development, and academic credit. In addition, the Office of Youth Programs prepared two documents with the help of educators to assist prime sponsors and LEA's during planning--Considerations and Elements for CETA/LEA Agreements and The Awarding of Academic Credit Under YEDPA.

To further cement the linkages between prime sponsors and the schools and to explore better ways to serve in-school youth, $20 million of discretionary YETP funds has been set aside for exemplary in-school youth programs. A limited purpose nonprofit corporation has been established to expand or replicate innovative programs, with a board of directors specifically selected to represent all elements of the education community as well as the employment and training systems. The replication of the alternative education model of the Career Intern Program and the school-to-work transition demonstration involving alternative deliverers will improve understanding of career education approaches and transitional services. An education Entitlement voucher demonstration is being developed. The Office of Youth Programs has also assumed responsibility for continued funding of 32 work and education councils and will use contractors to provide technical assistance to these councils and to other prime sponsors interested in more closely linking school activities to the work world.

A related aim of YEDPA was to improve the quality of occupational information by coordinating data gatherers and users in the education and employment and training systems. A total of $3 million of discretionary funds was transferred to the National Occupational Information Coordinating Committee (NOICC) to improve understanding of how occupational information could be used to assist unemployed youth, as well as to coordinate such efforts at the national and State levels. Since State Occupational Information Coordinating Committees have just been established, there have not yet been major linkages at the local level.

Only about one-third of YETP prime sponsors' plans mention efforts to improve occupational information and most of these are couched in terms of future possibilities. Several indicate that they plan to improve linkages with their State Employment Security Agencies. While most prime sponsors clearly identified the need for better labor market and occupational information, it appears that they do not have the linkages established nor sufficient information for improving their current information base. However, in seven of ten States, Governors' grants under YETP have been used to improve and coordinate occupational information and its delivery. This is an area where it may be appropriate for States to take the lead.

B. Labor Linkages

Labor union involvement has generally been passive, mostly centering on the review of plans and of proposed jobs as required in the regulations where local organized labor represents workers in similar employment. According to an independent survey, only one-half of prime sponsors perceived that unions represented employers in similar work, and in three-fifths of the remaining areas there were no difficulties in clearances and no negotiations. Only a small proportion of all prime sponsors had difficulties reaching agreements with organized labor even where jobs listed in the sponsors' plans were in highly unionized trades such as construction. It is not clear whether the low YCCIP and YETP funding levels kept labor interest at a minimum or whether prime sponsors, as a result of past CETA experiences, have developed working relationships with organized labor at the local level and know the limits of what they can do, avoiding areas of conflicts. Also, time was short and comments may yet be generated.

While labor union involvement was rarely negative, it was also rarely active. YETP plans infrequently mention labor organization involvement except participation in planning councils and in the solicitation of proposals. In those prime sponsor areas in which labor organizations were more involved in service delivery, it appeared to be an outgrowth of previous title I involvement. On the other hand, three-fifths of Governors' grant plans include efforts to expand apprenticeship opportunities or to link them more closely with employment and training offerings.

There is somewhat greater union involvement under YCCIP. In some areas, unions are listed as operators or cooperators of projects. In some cases, this apparently marked the first time unions had been involved in CETA. In other areas, prime sponsors were working to establish linkages for YCCIP participants to enter preapprenticeship and apprenticeship programs at the time of YCCIP program completion. While these arrangements had not yet been made, at least one prime sponsor indicated that YCCIP might set the stage for future increased union participation in other programs. The extent of hiring of unemployed union members as worksite supervisors is unknown at this time.

In YIEPP, labor organizations were surprisingly passive. Applications for funding had to include letters of endorsement. While these were provided, they were usually submitted by the head of the local area central labor council who generally supported the program but who, in the short time available, had not closely considered the implications of such large-scale job creation. Site visits suggested in some cases that individuals giving the endorsements did not necessarily represent the local labor organizations directly affected by the programs. As a result, labor's reaction to the program is one of the many unknowns of YIEPP. Organized labor has played almost no role in YACC.

C. Private Sector Linkages

Private sector involvement has not been extensive. In their YETP plans, numerous prime sponsors indicated that they would make special efforts to try to increase private sector participation. Only one in ten, however, articulated specific linkages, usually consisting of small on-the-job or vocational exploration components. References to the private sector occurred in only about one-tenth of YCCIP plans; in these cases, it was hoped that the private sector could contribute materials and supplies or aid in job development and placement for completers.

Involvement of the private sector in YIEPP was essential for any application to be competitively successful. As a result, all YIEPP prime sponsors had, at a minimum, contacted local employers or representative organizations. However, though YIEPP could support full wage and salary costs for participants working in the private sector, it proved difficult to enlist employers. It is now estimated that one of seven YIEPP jobs will be in the private sector, though the proportion may increase with continued job development activities. In two of the large programs, in Cincinnati and Denver, the National Alliance of Businessmen and the Chamber of Commerce, respectively, were assigned responsibility for handling the day-to-day linkages with the private sector, and in the case of Denver, one-half of all jobs are expected to be in the private employment.

There has been no private sector involvement in YACC. Upon terminating from YACC, participants will be referred to their local employment service or CETA prime sponsor for additional training or placement. To date, however, no linkages have been made involving YACC, ES or CETA staff with the employer community concerning the transferability of skills acquired in YACC to private jobs.

Perhaps one of the most unique aspects of the discretionary programs will be the special efforts made to develop and test private sector models. These will include job-sharing and restructuring experiments, special youth employment services, citizen involvement in job assistance, the use of intermediary organizations to reduce transactional costs and risks, experimentation with entrepreneurship approaches, and careful tests of various subsidy methods.

Institutional change occurs slowly. However, it is apparent that the change most strongly desired by Congress--that of bringing the education and employment and training institutions together--has shown notable impetus. Schools and prime sponsors are spending more than double the required 22 percent of YETP grant funds in school to either establish new linkages or expand old ones. The possible long-term changes that might be affected by this coordination could well contribute to improved school-to-work transition for more disadvantaged youth not yet in YEDPA programs but in other employment and training education programs. Improved linkages with labor organizations and the private sector, while so vital to the development of career-oriented job opportunities, are evolving more slowly, although the process of pre-notification of local labor organizations about job creation plans apparently relieved potential frictions. It is hoped that findings from discretionary projects might help provide information that can be used to forge stronger institutional linkages in Fiscal Year 1979 and beyond.

8. DELIVERY AGENTS

The distribution of service delivery responsibility was a major legislative and administrative issue. Of particular concern was the role of community and neighborhood based groups. In the 1960's, these played a major role in youth programs, relating directly to the Federal Government as part of the anti-poverty effort. Reorganization under CETA shifted the focus of decisionmaking to the State and local levels. Community based organizations (CBO's) were to be given "due consideration" under CETA. Some believed that their role should be expanded, and under YEDPA, the legislative requirement changed to "special consideration," with the intent of promoting greater involvement of these groups in local youth programs.

The administrative procedures developed under YETP and YCCIP have achieved congressional intent. Overall, three-fifths of prime sponsors report an increased role for community based organizations in youth service delivery under YEDPA. To show "special" or "primary" consideration as required in the YETP and YCCIP regulations respectively, prime sponsors made significant efforts to notify CBO's and neighborhood organizations and to solicit proposals, using direct mailings, phone calls, newspaper and radio advertisements, and public meetings. In the end, 75 percent of the YCCIP plans and 60 percent of the YETP plans described CBO linkages, while site visits and survey responses suggest even greater involvement. In YCCIP, CBO's and neighborhood organizations will function mostly as project operators. Under YETP, they will provide an even broader range of services running the gamut from applicant referral to comprehensive delivery. Where CBO's were not used, sponsors frequently indicated that either none existed or that none were traditionally involved in employment and training services. Also, with respect to YCCIP, some prime sponsors, regardless of their special efforts, had difficulties in securing sufficient quality CBO project applications. Most indicated that the lack of time to prepare proposals and the limited funds available discouraged CBO's from applying. Under YIEPP, where requirements to involve CBO's were less marked, the plans tended to be far more vague. CBO's have traditionally been more active in out-of-school programs, and under YIEPP they were faced with having to compete directly with the schools.

Special consideration has been given to community and neighborhood based groups in the use of discretionary resources. Projects which will either be administered directly by CBO's or will use them as the delivery agent include the replication of Opportunities Industrialization Centers' Career Intern Program, the school-to-work transition demonstrations, the youth perspectives activities, and the community improvement demonstration using community development corporations.

It is not clear at this time whether the requirements to show special and primary consideration to CBO's of demonstrated effectiveness will result in program benefits. Performance must be carefully assessed, particularly the relative effectiveness of CBO's in serving youth most in need. Without question, however, such requirements have raised some administrative issues. An immediate problem was how to choose among competing CBO's. The regulations require prime sponsors to give special consideration only to "organizations of demonstrated effectiveness," but there are, and can be, no national standards. Prime sponsors usually interpreted "demonstrated effectiveness" to mean previous participation in youth programs locally. Many prime sponsors found it programmatically and politically difficult at the local level to fund alternatives to those CBO's which were already title I contractors, even though they frequently tended to design activities similar to those already in place. YCCIP involved more nontraditional deliverers than YETP, but overall, newer CBO's or neighborhood organizations were not funded to a significant degree.

The question of the representation on the youth councils by CBO's of demonstrated merit also caused some concern among many prime sponsors. Selection for representation on councils was frequently correlated with selection for funding. Traditional deliverers have, in many cases, established power bases on the planning councils which precludes the funding of new organizations.

In addition to the provision for special consideration of CBO's, YEDPA mandates that in the development of demonstration programs to serve youth, the Secretary of Labor is to work and consult with the Secretaries of Commerce, Health, Education, and Welfare, Housing and Urban Development, Agriculture, and Interior, as well as the Directors of the ACTION agency and the Community Services Administration. In the implementation of YEDPA, a major emphasis has been placed on interagency cooperation. The Administration clearly intended that the youth initiatives represent joint ventures. A White House meeting of the departments and agencies dealing with youth was held prior to the signing of the Act in order to identify model programs and possible areas of coordinated activity.

Under YACC, the legislation requires that delivery responsibilities be shared among the Departments of Agriculture, Interior and Labor. The aim is to use the Department of Labor's referral and recruiting mechanisms to supply participants and its placement and service mechanisms to ease their subsequent transition back into the labor market after their enrollment in YACC. The Departments of Agriculture and Interior have the responsibility for effectively using the young enrollees in preserving the Nation's resources and hopefully providing useful on-the-job training. In theory, the Department of Labor's traditional emphasis on serving the disadvantaged and on developing human resources would balance the primarily conservation-oriented aims of the Departments of Agriculture and Interior. The tripartite approach has worked. The Departments quickly developed an interagency agreement spelling out joint responsibilities and have worked cooperatively to meet these responsibilities. A "good mix" of unemployed youth have been referred by Labor and selected by Agriculture and Interior. The operating agencies have effectively put these participants to work. Arrangements for placement have not yet developed because of the emphasis on enrollment, but it appears that such arrangements can be made. Responsibility for "enrichment" of the work experience through training and other services has not been clarified as yet and requires attention by the three departments.

The Department of Labor has extensively used other Federal agencies in the administration and delivery of demonstration projects. The Department of Housing and Urban Development has been given authority for discretionary YCCIP projects operated by community development corporations. The Community Services Administration also is involved in this project, as well as in a joint venture with the Office of Minority Business Enterprise and the Department of Labor to create youth operated businesses. The National Institute of Education, under the Department of Health, Education, and Welfare, is the Federal manager for the replication and study of the Career Intern Program and is also assessing the work-education councils supported by YEDPA. Funds have been transferred to ACTION to support a demonstration of the national youth service concept. The Federal Railway Administration has worked with the Department of Labor in developing community improvement projects linked to railroads in States where this can be effectively accomplished. Finally, projects are being tentatively developed for Fiscal Year 1979 with the Law Enforcement Assistance Administration to explore the use of employment and training services to reduce juvenile delinquency and recidivism and with the Community Services Administration and the Farmers Home Administration to improve rural housing. Arrangements with these agencies have generally worked well. Some have committed substantial resources to these joint ventures, and there is no evidence of substitution of YEDPA funds for other funds. In each case, agreements have been reached spelling out roles and responsibilities. There remain some questions about the degree of oversight and control to be exercised by the Department of Labor to assure compliance with these agreements, but to date relationships have been excellent.

Given the scale and scope of YEDPA, the administrative burdens are substantial, even if relieved by the assistance of other Federal agencies. To the extent that new and different approaches are attempted, with evaluation and experimentation built into each, there are needs for special expertise in evaluation, research and demonstration. Existing capacities in the Department of Labor and other agencies were strained already, and to realize the knowledge development potential of YEDPA required the mobilization of expertise outside the government. Since YEDPA itself is a short-term demonstration project, it would make no sense to massively expand the Federal bureaucracy to bring in the types of skilled personnel required, particularly since there was a commitment to avoid the creation of a self-perpetuating bureaucracy. Finally, YEDPA thrust the Department of Labor into areas of responsibility shared jointly with other agencies, requiring interdisciplinary perspectives as well as a broad-based decisionmaking process.

For these reasons, the Office of Youth Programs has used intermediary nonprofit organizations to assist in its knowledge development activities. There are four major areas of involvement:

1. The Manpower Demonstration Research Corporation (MDRC), jointly established by a number of Federal agencies to assist in experimental and demonstration programs, was selected to provide assistance in guiding the research and demonstration aspects of YIEPP. MDRC aided significantly in the technical dimensions of the competitive selection process. It developed the research design and has supervised its implementation. It will provide continuing guidance and technical assistance to the projects and will have responsibilities for followthrough on the research.

2. A special purpose Corporation for Public/Private Ventures (CPPV) has been established with private foundation support to aid in youth projects linking the public and private sectors. Its board of directors has been carefully selected to represent business, labor, the community, and academia to assure a balanced perspective. One major activity is the attempted replication of a model community improvement project in a number of sites. The aim is to test whether an intermediary organization is an effective means for proliferating effective program models. The impacts of the community improvement approach will also be intensively researched under this demonstration. CPPV will provide guidance and technical assistance in the implementation of these projects and will be responsible for research activities.

3. CPPV will also help coordinate the range of private sector initiatives which will be carefully developed and tested. It will identify promising program designs, develop and implement research strategies, and assure that funded projects are consistent with these designs and strategies.

4. Another limited-purpose, nonprofit corporation, Youthwork, has been created by a consortium of foundations to assist in the incentive grant program for exemplary in-school youth programs. Since many of the issues involve both education and labor concerns, a board of directors has been carefully selected with substantial education representation. Youthwork will aid in developing application and selection criteria for competitive grants, in assessing the applications, in providing technical assistance to grantees, in assuring consistency with knowledge development requirements, and in conducting background research.

5. A Corporation for Youth Enterprises (CYE) has been created with funding promised from the Community Services Administration and the Office of Minority Business Enterprise as well as from YEDPA. With a balanced executive board, particularly emphasizing individuals with entrepreneurship skills, the CYE will assist in developing businesses operated by and employing youth. Intensive technical assistance

> will be provided, including the use of businessmen volunteers, in order to assure viable business ventures and sound business practices. Extensive research will be undertaken to develop youth entrepreneurship models.

To date, these intermediary organizations have been effective in marshalling expertise from the nongovernmental sector, in achieving balanced representation for special purpose demonstration, and in adapting to the requirements of short-term, research-focused demonstration activities. The strengths and weaknesses of this intermediary approach will be carefully assessed.

It is a complex undertaking to mount and deliver such a wide array of employment, training and career development services in such a short timeframe. The CETA system has been the primary delivery mechanism, providing services directly and passing through resources to the schools, community based organizations, and other local agencies. "Special consideration" has been given to CBO's. The use of Federal agencies as program managers and deliverers has helped mobilize a range of expertise, as has the use of nonprofit intermediary organizations. The effectiveness of community based groups in their expanded role, of the interagency management and delivery approach, and of nonprofit intermediary groups, remains to be determined.

9. COORDINATION

Every effort was made to assure integration with existing CETA efforts to develop programs that would most effectively use the limited funds available. Sponsors were asked to take stock of current employment and training efforts for youth. Resources, services, deliverers and recipients were to be analyzed. Then YEDPA resources were to be used as "glue" money, filling in where additional services could profitably be provided, and helping to achieve needed coordination.

Planning grants for YETP and YCCIP were announced with the signing of YEDPA in early August. Among the authorized activities were community services inventories cataloging the local deliverers of services for youth. The grant narratives that followed for the full programs then sought to provide a framework for local analysis and decisionmaking, emphasizing the importance of first analyzing available resources, labor market conditions, and the youth population.

Although almost all prime sponsors accepted planning grants, many did not begin serious planning until the fall, usually because of the pressure of the public service employment expansion under title VI of CETA. There was widespread dissatisfaction with the prime sponsor grant package prepared by the Office of Youth Programs, particularly its emphasis on comprehensive planning as well as knowledge development. Although three-quarters of plans contained community resource inventories, these varied widely in quality, with most serving only to meet Federal requirements. The development of these inventories occurred simultaneously with other planning efforts, and, therefore, could have little impact on decisionmaking until the following year. Where three in ten prime sponsors reported previously having conducted surveys of youth needs, 45 percent indicated they would conduct them in Fiscal Year 1978; the majority of prime sponsors apparently consider needs surveys unnecessary.

Youth advisory councils usually operated as subcommittees of existing councils, with the addition of a few members. Half of prime sponsors reported a primarily advisory role for these councils, and only 15 percent reported that the role of planning councils would increase over previous years.

Overall, then, there were apparently only modest changes in the decisionmaking and planning processes of prime sponsors. Prime sponsor attitudes toward YEDPA, and YEDPA planning requirements, were clearly shaped by their CETA title I and other experiences. Most primes planned their programs without having made the more rigorous analyses and inventories requested by the grant application package. With limited time and pressure to get underway, sponsors found the requirements burdensome. Their frustration was heightened by the need to complete at least two planning applications and possibly a third for YIEPP, while being required to more fully involve community based groups, unions and the schools. Some viewed YETP and YCCIP as a return to Federal program categorization. While sponsors were aware that the separate programs had been included in the legislation to test new concepts and emphases, many believed, based on their past experiences, that the local level knew best the types of services it should be designing for its community. Requirements to use LEA's or give special consideration to CBO's constrained them, in their view, even though the programs gave local officials flexibility to determine the services they needed. Guidelines requesting them to test new hypotheses also did not comfortably fit, in many cases, with traditional operating procedures. Despite these concerns and the dissatisfaction with the grant package, prime sponsors did integrate services, did more broadly involve the community, and did meet grant requirements for some degree of comprehensive planning and knowledge development planning.

Over two-thirds of the prime sponsors planned to incorporate YETP and YCCIP into their regular service delivery system or to develop close linkages and coordination with ongoing CETA activities. While one-third of the YETP grants planned only to expand existing CETA title I activities, one-fifth of the sponsors indicated they would fund new activities designed to fill perceived gaps in the existing systems. Most sponsors plan to use the same outreach, intake, referral, and placement approaches for youth as under title I. Four-fifths of prime sponsors will operate at least some intake functions; seven of ten will handle some job placement and work experience responsibilities, however, less than one-third will directly provide skill training.

The involvement of SESA's appears about the same as under other CETA programs, with somewhat greater responsibilities under YETP and YCCIP. Four-fifths of a sample of the YETP grants which were reviewed discussed CETA/SESA linkages compared to only two-thirds of the YCCIP grants. SESA's will perform some job placement under YCCIP in about one-half of prime sponsor areas, and outreach and intake in roughly two-fifths, but counseling and supportive services in less than one-fifth. Under YETP, the agencies will handle some placement functions in two-thirds of prime sponsors areas, and will handle supportive services, orientation or counseling in more than one-fifth. The Employment Service role was reported as unchanged relative to previous youth programs in seven of ten prime sponsor areas. It was increased more than decreased in the remainder.

Ideally, a young person would have one agency in the community where he or she might go for referral to CETA and non-CETA programs. While this has clearly not occurred in most prime sponsor areas, some successes have been achieved in selected locations. Several prime sponsors have established centralized recruitment, intake, assessment, orientation, counseling, and referral centers.

The YACC program, although largely outside the CETA system, is also being linked to other employment and training deliverers. Local SESA's are serving as lead agencies to provide referrals. CETA prime sponsors, migrant and Indian sponsors, and others are assisting SEAS's in recruitment and referral. Upon termination, participants are referred to the SESA's and prime sponsors for placement or other services. Recruitment linkages appear to be working well; however, more post-termination coordination needs to be developed. It appears also that the YACC work crews are being integrated effectively into Departments of Agriculture and Interior operations. There are two different models--Agriculture emphasizes small projects or work assignments to existing operations, while Interior emphasizes larger projects with more centralized operations. This reflects the organizational differences in the two departments and is consistent with the approach in previous youth programs.

In general, there has been coordination of YEDPA activities with existing programs for youth. The additional dollars, and the administrative emphasis on comprehensive planning, have had a modest impact on organizational arrangements. In the second year, this impact can be expected to increase.

10. IMPLEMENTATION

The extreme rates of youth unemployment--particularly for minority youth--demanded immediate action under YEDPA. On the other hand, the Act's institutional change and knowledge development objectives required careful design, implementation and nurturing. A major challenge was to move rapidly without sacrificing these qualitative aims.

It was planned to implement the YACC program immediately and to provide the regulations and allocations for YETP and YCCIP as rapidly as possible, in order to provide time for prime sponsors to plan and to execute the clearances and notifications required for special consideration of CBO's, involvement of organized labor, and linkages with the schools. The YIEPP was to begin in the second semester of the 1977-1978 school year in order to allow all prime sponsors a fair chance to compete and to provide adequate groundwork in selected areas for the massive administrative tasks. Discretionary activities were to be on a slower track, since they involved fewer youth and had to be more carefully designed.

This plan has been realized, and YEDPA will have a significant impact. According to prime sponsor plans, discretionary agreements, contracts, and YACC schedules, on-board strength will increase from 7,700 at the end of the first quarter of Fiscal Year 1978 to a peak of nearly 210,000 by the end of the third quarter. There is no way to determine whether these levels will be attained.

ESTIMATED ENROLLMENTS FISCAL 1978

	On Board (Quarters)			
	1st	2nd	3rd	4th
YACC	6,400	11,960	16,060	25,500
YIEPP*	--	10,000	32,000	28,500
YCCIP (Nondiscretionary)	200	16,000	17,500	4,000
YETP (Nondiscretionary)	1,100	161,300	139,600	54,600
YCCIP (Discretionary)	--	--	NA	1,800
YETP (Discretionary)	--	--	NA	6,450

*Includes YIEPP enrollments funded under all sources.

To lay the groundwork for this rapid implementation required concentrated efforts at the national, regional and especially the local levels. In numbers, the expansion is two-thirds of the recent public service employment economic stimulus effort. In terms of the diversity of programs and approaches, it is much more complex.

To initiate this effort, a Youth Task Force was created in the Department of Labor's Employment and Training Administration on July 11, 1977. Its purpose was to design and implement the new youth programs, and to carry forward administration until the creation and staffing of an Office of Youth Programs. The policy framework for YEDPA programs was developed in four major documents:

- August 5, 1977. A Planning Charter for the Youth Employment and Demonstration Projects Act of 1977 was distributed in draft form. This document outlined the Department of Labor's basic principles in designing and implementing YEDPA programs, the constraints, realistic objectives, and programmatic implications. It was published in final form on August 26, 1977, and widely distributed.

- September 5, 1977. A Knowledge Development Plan for the Youth Employment and Devemonstration Projects Act was published outlining the uses of discretionary resources to improve understanding of youth employment problems and programs.

- October 28, 1977. A Monitoring and Assessment Plan for the Youth Employment and Demonstration Projects Act of 1977 was published presenting a strategy for evaluating the new youth initiatives from a variety of perspectives in order to learn and to promote quality programs.

- November 1, 1977. A Technical Assistance and Training Plan for the Youth Employment and Demonstration Projects Act of 1977 outlined the training and technical assistance activities which would be used to support the design, implementation, and administration of the new youth programs.

Highlights of the implementation of the Young Adult Conservation Corps are as follows:

- August 22, 1977. An interagency agreement between the Departments of Labor, Agriculture, and Interior became effective detailing the policy parameters and responsibilities for the YACC.

- September 1, 1977. The first semiannual transfer of funds from the Department of Labor to the Departments of Agriculture and Interior was made.
- September 15-23, 1977. Directives to the field established the role of the Federal/State employment service and the CETA system in the recruitment and referral of participants.
- October 24, 1977. The first YACC participants were brought on board for the nonresidential component of the program.
- December 6, 1977. The final regulations for the Federal component of YACC were published in the Federal Register.

The highlights of the implementation of the Youth Incentive Entitlement Pilot Projects program are as follows:

- September 4, 1977. Application guidelines were distributed to prime sponsors; there were 153 applicants.
- October 26, 1977. Thirty-four final applicants were selected and provided planning grants to prepare more detailed applicants.
- December 9, 1977. Regulations for the YIEPP program were published in the Federal Register.
- January 10, 1978. Seventeen prime sponsors were selected for pilot projects, with contract negotiations in February and grants and startup in March.

The highlights of the implementation of Youth Community Conservation and Improvement Projects and the Youth Employment and Training Programs are as follows:

- July 29, 1977. The first draft of regulations were circulated for internal clearance.
- August 17, 1977. A redraft of the regulations was circulated broadly for public comment.
- September 16, 1977. The regulations for YCCIP and YETP were published as final rulemaking in the Federal Register 2 weeks ahead of schedule.

- September 28, 1977. A draft of the grant package was distributed to prime sponsors for planning purposes.

- November 11, 1977. The grant package for YCCIP and YETP was formally approved by the Office of Management and Budget and distributed to prime sponsors.

- January 1, 1978. This was the official deadline for grant approval barring exceptional circumstances or need for substantial modification before approval. Approximately nine-tenths of all grants were signed by this date.

- January 13, 1978. Regulations for the migrant component of the program were published in the Federal Register, with a selection of grantees anticipated in mid-March 1978.

- January 31, 1978. There were 18,900 reported enrollees under YETP and 1,800 under YCCIP.

The discretionary activities implemented to date have been largely focused on those testing alternative delivery mechanisms and replicating approaches of demonstrated effectiveness. Development has proceeded on the more experimental components. The highlights are as follows:

- November 1, 1977. An agreement was finalized with the Department of Housing and Urban Development to administer a set of community improvement grants to community development corporations.

- November 3, 1977. Funds were transferred to the National Institute of Education to administer a project through Opportunities Industrialization Centers to replicate the successful Career Intern Program.

- November 17, 1977. A National Participant Observer Committee was formed to provide a voice at the national level for youthful participants in employment and training programs.

- February 3, 1978. A grant was signed with the National Urban League as part of a demonstration program testing the comparative effectiveness of a range of deliverers of school-to-work transition services. Other grants will be completed by mid-March 1978.

- February 6, 1978. A contract was completed with the nonprofit Corporation for Public/Private Ventures to replicate a model community improvement project and to research the effectiveness of the community improvement approach.

- February 11-12, 1978. A conference was sponsored at the University of California, Los Angeles, on Employment Statistics and Youth.

Technical assistance and training activities have been mounted to support implementation efforts. The highlights are as follows:

- August 9, 1977. The objectives and approaches of YEDPA was presented to a conference of regional office representatives. Regional representatives met September 1-2 on YIEPP and YACC, and on September 19-21 on YCCIP and YETP. On January 25-29, regional youth coordinators met to discuss discretionary activities as well as progress and problems.

- August 27, 1977. A selection of available materials on model programs and lessons from previous efforts were mailed to prime sponsors. Subsequent mailings occurred on September 24, November 16, and March 17, 1978.

- November 12, 1977. A technical assistance guide on academic credit for work experience was completed and mailed to prime sponsors.

- December 12, 1977. A draft of technical assistance material on LEA-CETA agreements was completed and circulated to prime sponsors.

- December 12, 1977-January 20, 1978. Regional workshops on CETA-LEA linkages were held in Dallas, San Diego, Boston, Atlanta, and Cincinnati to bring together local educators and CETA prime sponsor staff.

Monitoring and assessment components have been built into every programmatic activity. The highlights include the following:

- September 29, 1977. The National Council on Employment Policy was selected to conduct a continuing process evaluation of YEDPA activities. Its report on the first 6 months of operation was submitted in final form on February 24, 1978.

- November 4, 1977. An independent assessment of the activities of work-education councils funded by the Department of Labor was completed.

- December 20, 1977. Agreement was reached with Departments of Agriculture and Interior for a series of site reviews headed by the Department of Labor. An interim report was completed March 1, 1978.

- January 30-February 10, 1978. Prime sponsor site reviews were conducted by Department of Labor national and regional office personnel. A report was completed February 27, 1978.

As these highlights suggest, there was a great deal of activity compressed into a very short period. The rapid pace of implementation has had quite substantial impacts.

Although planning grants were available for YETP and YCCIP in August, the actual planning and grant application process could not begin until finalization of the regulations and the grant package. Regional and prime sponsor staffs needed to be trained on the new guidelines and approaches before they could proceed. Further, the clearance and notification procedures, combined with fair and open selection methods, reduced the time for actual design of programs. There is no doubt that with more time better proposals and plans could have been developed.

The impacts and strains were greatest where new approaches were being attempted. Many prime sponsors felt that the comprehensiveness of the grant application was unnecessary and did not improve programmatic decisions, especially considering the time frames. There was some confusion about "knowledge development" at the local level, and there was little time for the full specification of research, assessment and demonstration activities.

Most of the "front-end" problems can be corrected throughout the course of Fiscal Year 1978. Many grant applications were conditionally approved by the regional offices, with requirements for further work. In Fiscal Year 1979, the prospects for improved planning appear good. Procedures will be routinized, startup will not be a problem, and very significant improvements should be possible. By this time, early local experience may be combined with technical assistance and training from the national and regional levels, in order to improve the quality of planning and programming.

The one-year authorization for YETP and YCCIP affected prime sponsors approaches to institutional change and knowledge development, as well as their willingness to undertake reorganizations of local delivery systems. The Administration's CETA reauthorization proposals call for a continuation of YETP and YCCIP for 4 years. Resolution concerning the future of the programs should contribute to improved performance.

Whatever the future may hold, it is evident that substantial progress has been made in implementing the Youth Employment and Demonstration Projects Act and realizing Congressional objectives. Through the coordinated efforts of national and regional Department of Labor staff, CETA prime sponsors, the Departments of Agriculture and Interior and the many other cooperating Federal agencies, as well as a multitude of national and local institutions involved in serving youth, a diverse array of promising new youth programs has been put in place. These programs will provide work and training opportunities for several hundred thousand unemployed young people, while promoting needed institutional changes and developing knowledge about how to better serve youth. Formidible challenges remain but the initial obstacles have been overcome and the progress to date has been substantial.

A SYNOPSIS OF THE
THE EXPANSION AND ENRICHMENT OF THE JOB CORPS

The Job Corps is a program of demonstrated effectiveness in providing comprehensive employability development services and residential support for poor, unemployed and out-of-school 16 to 21 year olds. Its longstanding record of success in dealing with and helping our Nation's most disadvantaged young people make the Job Corps cornerstone of any balanced youth employment effort.

As part of the expanded youth initiatives, begun in March of 1977, Congress and the Administration pledged to double the size of the Job Corps to 44,000 slots, securing needed facilities by the end of Fiscal Year 1978 and putting them into operation by the middle of Fiscal Year 1979. This expansion provides the opportunity for improvement and experimentation in order to make the Job Corps a better as well as bigger program.

A Planning Charter for the Job Corps develops the Department of Labor's expansion and improvement strategy. Eight principal missions are specified:

> First, to secure new facilities as rapidly as feasible;
>
> Second, to improve the quality of existing Job Corps center operations;
>
> Third, to experiment with new approaches;
>
> Fourth, to develop recruiting mechanisms to assure that the many youth who could benefit from Job Corps are provided opportunities as the program expands;
>
> Fifth, to maintain or improve placement effectiveness under the enlarged program;
>
> Sixth, to integrate the Job Corps more completely into the employment and training system by linking with CETA prime sponsors, community based groups, labor unions, and private employers;
>
> Seventh, to increase community awareness and acceptance; and
>
> Eighth, to monitor performance and evaluate the new approaches carefully in order to learn how to serve economically disadvantaged youth better.

These missions will involve the Job Corps through Fiscal Year 1980 and beyond. While they are not sequential, the numerical order reflects the time frames in which priorities must be assigned. Expansion and the improvement of existing centers have received the major emphasis over the last year. However, substantial progress has been made on other fronts as well.

1. Expansion

- As of March 20, 1978, contracted capacity had been expanded by 7,888 new slots; centers containing 2,805 slots had been identified with a high probability of acceptance; potential centers with 9,205 more slots were under varying stages of negotiation and were good possibilities. It appears that the doubling in contracted capacity by the end of Fiscal 1978 will be achieved.

- Occupancy lags acquisition, usually by 6 months or more. Enrollment has risen from 21,500 in July 1977 to 23,400 in March 1978. A goal of 35,000 on-board strength by the end of Fiscal Year 1978 has been established. Attainment of this goal will be difficult but it is possible.

- Training packages for new center staff have been developed, and the training program has begun. This will have to be a continuing effort because of the staggered implementation of centers.

2. Maintaining and Improving Performance

- The quality of life program to upgrade existing Job Corps facilities is well underway. Substantial modernization and improvement efforts have already occurred.

- Activities for corpsmembers have been modestly supplemented. Major attention will be needed after the expansion.

3. New Approaches

- The advanced career training program in junior colleges and technical schools has been developed, and 539 corpsmembers are enrolled out of a planned 2,256 by the middle of Fiscal Year 1979.

- The industry work experience program has been developed; 84 slots have been contracted out of a planned 852 by the middle of Fiscal Year 1979.
- An agreement has been reached with the Department of Defense to train youth unable to qualify for the Armed Services. Work is just beginning on the design of this program.
- Demonstration projects for women with children, offenders, Native Americans, Spanish-speaking, and handicapped youth are in the early development stage.
- Demonstration projects using prime sponsors as Job Corps operators are being implemented. Efforts are underway to utlize community based groups as operators. Union-operated centers are under discussion.

4. Recruiting

- The existing recruiting system is being prepared for increased demands in Fiscal Year 1978 and beyond. Costs are being reassessed and plans formalized. Priority on this issue increases, once the location of new facilities is completed.
- Alternate sources of recruiting such as the military have not yet been developed, although the policy framework has been established for CETA prime sponsors recruitment.

5. Placement

- The reporting system is being improved to assure the validity of placement data.
- Placement activities will be studied in the third and fourth quarters and any needed corrective action taken early in Fiscal Year 1979.

6. Linkages

- The policy framework has been developed for greater coordination with community based groups and prime sponsors, including migrant and Indian groups, labor unions, junior colleges, technical schools, and other institutions involved in the employment and training of youth. These linkages must now be forged in a meaningful way.

7. Community Involvement

- An alumni association of former Job Corps enrollees has been established and will work on a demonstration basis with present corpsmembers.
- Materials and films are being prepared to promote greater understanding and acceptance of the Job Corps.

8. Monitoring and Evaluation

- Program performance indicators such as completion and placement rates suggest that program quality has been maintained to date under the expansion. However, center review activities have been scaled back because of expansion workloads, and comprehensive efforts must be mounted in the second half of Fiscal Year 1978.
- A variety of small studies have been undertaken to aid the expansion and improvement effort. These include a process evaluation of the advanced career training program's impact and problems, a case study of the effects of quality of life improvements on center retention, assessments of the recruiting and placement systems, a study of the effect of allowances on retention, and an analysis of demonstration projects for women with children.
- A comprehensive knowledge development plan for the Job Corps is being prepared and will be completed before the end of Fiscal Year 1978.

In summary, there has been substantial progress in two major areas: first, a policy and planning framework has been developed, along with a variety of directives detailing new concepts and linkages which are intended to improve Job Corps performance as well as achieving expansion; second, capacity expansion has occurred at a breakneck pace with every indication that 44,000 slots will be under contract by the end of Fiscal Year 1978. Major attention will turn in the third and fourth quarters of Fiscal Year 1978 to preparation of centers, training of staff and recruiting in order to meet the 35,000 planned on-board strength. The other goals are being pursued concurrently with as much attention as is possible given the priority demands. The result of these expansion and improvement efforts will, hopefully, be a more balanced and diverse Job Corps program, integrated into the fabric of employment and training efforts, utilizing all segments of the community, which will be even more effective than today's program in improving the lifetime prospects of disadvantaged youth.

A PLANNING CHARTER FOR THE JOB CORPS

Meeting the Challenge

The Job Corps is a critically important element in alleviating the continuingly severe employment problems of disadvantaged youth. The program provides comprehensive services including vocational skills training, basic education, health care, and residential support for young people who are poor, out of school, and out of work. Its aim is to permanently break the cycle of poverty by improving the lifetime earning prospects of youths most in need.

The Job Corps works. Its placement rates have risen steadily in the 1970's despite dismal economic conditions. Those enrollees who stay almost always get jobs, many of which are far better than they could have secured on their own. Still others return to school or enter the Armed Forces. Completion rates have been rising. Not only does the Job Corps increase employment and earnings, it provides immediate benefits in health and well being as well as aiding in the maturation process of its participants. The costs of the Job Corps have declined significantly in real terms over the last decade as economies have been realized with greater experience. A variety of innovative ideas have been put to the test, and the successful ones have been applied.

Recognizing the effectiveness of the Job Corps and the needs of hundreds of thousands of disadvantaged youth for its comprehensive services, the Carter Administration and Congress are doubling the scale of the program. In Fiscal Year 1978, the number of slots is to be increased from 22,000 to 44,000. Because construction and rehabilitation is needed for this expansion, there will be a time lag in enrollment, but the onboard strength is to rise to 35,000 by the end of Fiscal Year 1978 and to the full 44,000 by the middle of Fiscal Year 1979.

This is a challenging task. The rate of buildup must exceed any previous expansion. At the same time, the Department of Labor is committed to further improving the program. More than a decade's experience has suggested ways to improve the Job Corps which could not be implemented because of the lack of resources. The Job Corps must be made better as well as bigger.

There are recognized obstacles. The Job Corps is primarily a residential program. Development of a new facility requires site identification, community involvement and acceptance, property acquisition, rehabilitation and construction. These are time-consuming and sensitive tasks. Mistakes are easily made and can undermine site development. The processes are labor intensive and take a great deal of expertise.

Improving the program is also a challenge. Some established procedures must be altered. It is necessary to try out new ideas and approaches. In some cases, problems which have been left unattended for years will take a significant effort to overcome. For instance, the lack of investment in existing Job Corps facilities has left many with serious deficiencies. Again, the improvements will take a great deal of time and attention.

This Planning Charter for the Job Corps identifies the major tasks for the next 2 years and outlines the steps which will be taken to achieve them. It seeks to explain where the Job Corps is going and why. It is intended as a work plan. And, it is implicitly a set of benchmarks by which performance may be judged. The Charter seeks to be realistic about what can and cannot be achieved. It strives for balance and flexibility while prioritizing, coordinating and scheduling the many missions. Administrative and congressional decisions may alter the plan, but it represents the policy framework at this point in time, and an approach which we believe will substantially improve the Job Corps while realizing the expansion goal.

1. Opening New Job Corps Centers

The acquisition of sites for 22,000 more Job Corps slots is the first order of business. Experience has indicated that at least 20 sites must be examined for every 2 that are found suitable, and that only one of these will end up being accepted by the community and the Governor, as well as having reasonable acquisition costs. Very few facilities are "turn-key," so there are lags as construction and rehabilitation occur. It is, therefore, critically important to locate an adequate number of acceptable sites early in the expansion. By March 1978, all potential sites must be identified.

There are certain parameters. First and foremost, centers should be located where youth in need are concentrated. Based on the most recent available poverty data, the 44,000 slots have been allocated among regions and existing capacity subtracted, yielding expansion goals. The basic distribution of expansion slots by region is shown below; the ultimate regional distribution will depend upon each region's success in completing the early steps required to develop facilities and programs.

Region I (Boston)	1,543
Region II (New York)	2,574
Region III (Philadelphia)	2,710
Region IV (Atlanta)	5,156
Region V (Chicago)	3,690
Region VI (Dallas)	1,690
Region VII (Kansas City)	1,395
Region VIII (Denver)	0
Region IX (San Francisco)	2,842
Region X (Seattle)	0

Second, it is desirable to have a mix of center types. Contract centers operated by the private sector or community based groups represented 76 percent of capacity prior to expansion, and civilian conservation centers operated by the Departments of Agriculture and Interior represented 24 percent. There had been some experimentation with smaller satellite centers operating as extensions of contract centers. A few Job Corps enrollees had been involved in junior colleges and technical schools. The satellites are a way to use the expertise in existing centers and to realize economies of scale. The work experience programs make sense in improving job access and providing youth with the personal discipline necessary to survive in the world of work, while the junior college and technical school components are a way to secure advanced, specialized training. These approaches are, therefore, planned to account for three out of ten new slots. The remainder are divided between new conservation and contract centers. It is projected that 75 percent of these slots will be for contract centers.

Contract Centers Conservation Centers	16,458
Satellites	1,495
Work Expereince Programs	1,080
Junior College & Technical School Programs	2,567
TOTAL	21,600

A third goal is to balance the size mix of centers. There has been some debate about minimally and maximally efficient center sizes. The quality of center management has proved to be a more important variable than enrollment. However, an attempt will be made to keep new civilian conservation centers about 250 beds and contract centers in the 250-800 range, with two larger centers where the site and management promise effective operation. The satellites will range from 100-200 beds in most cases, while work experience and junior college programs will range from individual referral up to around 100 capacity.

A fourth aim is to minimize costs while securing the best available facilities. Site acquisition and capital expenditures must be amortized over the life of the centers and must not be confused with operating expenses. So far as possible, however, every effort must be made to secure Federal, State, and locally owned facilities and those which require little modernization or improvement. It will be necessary in many cases to purchase privately owned sites and in a few cases to build entirely new facilities. As a guideline, the purchase and rehabilitation cost should not exceed $6,000 per bed, though there must be some flexibility for higher cost areas.

Once acceptable sites are identified, it is necessary to gain community acceptance and the Governor's approval, to acquire the property and then to complete any necessary repairs or improvements. In some communities, resistance to the establishment of training facilities for disadvantaged youth can be expected. This can be avoided by careful site selection and community relations. Unfortunately, rapid implementation may leave less discretion in choosing sites while staff limitations may limit the needed community relations. There is clearly a trade-off between speed and the probability of ready community acceptance. While every effort must be made to lay the necessary groundwork in the community, opposition at some sites must be expected.

Procedures must be streamlined as far as possible to assure timely acquisition, engineering assessments, rehabilitation and occupancy. Administrative changes are needed to speed up this process.

Finally, arrangements must be made for the operation of the centers. With the doubling of capacity, thousands of new staff must learn Job Corps procedures and approaches. Technical assistance materials must be prepared and training carried out.

Existing contractors and the experienced operators in the Departments of Agriculture and Interior will have to play a major role in operating the new centers. In contracting, competitive bid procedures will be followed and the experienced Job Corps center contractors are likely to compete successfully in many cases. On the other hand, it is also important that new administrative capacity be developed. One approach is to involve State and local governments and community based groups on a sole source contracting basis for experimental and demonstration purposes. It is also important to provide all parties interested in operating centers a full briefing on procedures and a fair opportunity to compete.

2. Maintaining and Improving Performance

The Job Corps has steadily improved its performance over the years. Retention and positive termination rates have increased. Costs have declined in real terms as the "frills" have been eliminated from the program. The educational and vocational offerings and the administrative procedures have become relatively standardized. It is important that these improvements be continued during the expansion.

There are several obvious problems, however. Resources will be strained to manage the expansion. Federal personnel will be examining sites, contracting for facilities, training new center staffs and completing other tasks. Contractors will be opening new centers and shifting experienced personnel. Less attention may be paid to monitoring and maintaining current operations. Another problem is that the new approaches must be digested. For instance, a performance assessment system has been implemented which puts major weight on center retention rates. As advanced career training options are provided which might require shifting corpsmembers from one center to another, some revision will be required to assure that there is proper incentive to retain corpsmembers overall but also a reasonable reward for referring them where they will best be served. Costs are still another issue. While most of the economies realized in the last several years were useful, there were some which hampered performance. For instance, capital was allowed to deteriorate markedly. It is critical to correct such problems without opening the door for a rapid increase in costs.

To maintain performance, several steps will be necessary. First, the time-consuming tasks of new site identification must be completed as early as possible. It would, then, be worthwhile to schedule regional reviews of each existing center's performance including center visits and reports. Second, some shortcuts are needed. Recompetition of existing centers should be waived during the expansion period if, and only if, performance is good. Third, it will be necessary to take immediate action wherever problems emerge. Action must be swift and sure where incidents occur which reflect problems in center operation. The performance of contractors in existing centers should certainly be considered in the extension of new contracts. Fourth, some refinements are needed in the agreement with the Departments of Agriculture and Interior for the operation of conservation centers. Finally, constant attention must be given to overall performance indicators. If there is any serious slippage, especially in retention, it may be necessary to turn attention from expansion to stabilization of the program.

Before the implementation of advanced career training options, it will be necessary to reexamine performance measures and center assignment policies, and to implement a counseling system which will identify individual needs and abilities and make the most effective referrals. An employability development plan should be worked out for each corpsmember. Retention must continue to be stressed. There should also be experimentation with a one-on-one counseling relationship which begins upon recruitment and ends with successful job performance.

Because of the residential living feature of Job Corps, there is an important and continuing necessity to maintain a high standard for the quality of life at the center, with special emphasis on the nonphysical aspects of center life. In this regard, Job Corps has a major rebuilding job in that many activities in this area were among the first to suffer reduction or elimination during the retrenchment of a few years back. Thus, Job Corps will strive to improve services and activities in such areas as entertainment, food services, recreation, avocational activities, and corpsmember guidance and counseling.

Costs need to be monitored closely. Capital expenditures must be made immediately to improve the quality of life in existing centers. However, priority must be placed on those items related to the health, safety and well being of enrollees. Unit costs will have to rise, but the areas of increase must be carefully thought out. The major emphasis should be in allowances and recruiting and placement, i.e., those aspects which affect the ability to attract and place enrollees.

Course offerings must be supplemented and improved, but as far as possible this must be accomplished by sharing experiences and using established materials. Experimentation with ESL, computerized learning and vocational exploration systems should be continued on a limited scale with increased priority after the expansion effort is completed. In other words, the existing Job Corps system should be expanded first and modified subsequently as the results of experimentation point out better approaches.

Finally, the quality of life in centers might be improved by paying more attention to enrollees needs. It is standard practice in educational systems to determine students' interests and perceptions periodically. Under the new youth programs implemented by the

YEDPA, there will be a major effort to involve youth to a greater degree. The Job Corps will, therefore, work to develop a unified system of determining enrollee perceptions which can be used in assessing performance of centers and the program as a whole.

3. Experimenting with New Approaches.

The Job Corps has traditionally served as a laboratory for testing approaches to serving our most disadvantaged youth. While a formula has been developed which works well on the average, it is still possible to improve services to certain subgroups of the universe of need, and to modify or supplement existing approaches to make them better. The augmentation provides an opportunity to achieve these improvements and to experiment with some new ideas.

Among the special-needs groups are the following:

a. Women with young children. Females will account for one-half of enrollment in new centers. This means more than simply building coeducational facilities and expanding vocational offerings to insure that there are adequate opportunities for women. Something will also have to be done to provide child care. Among young women who are disadvantaged, out of school and out of work, a large proportion are also heads of families and many are on welfare. To provide them the training necessary to break the cycle of dependency, it will be necessary to coordinate with the welfare system and to provide child care. Such linkages must be expanded.

b. Spanish-surnamed youths. The Spanish-surnamed account for 11 percent of Job Corps enrollees. If action is taken to provide amnesty to illegal aliens, many more youths who are not now counted in the census and who avoid contact with public agencies will need help in achieving the skills necessary for labor market success. English language training is a crucial element, but there are other features which may be needed to adapt to cultural differences. Recruitment of and services to Spanish-speaking youth must improve, and some experimentation is warranted to develop new programs. Linkages are needed with migrant programs which may deal with the same youth.

c. Native Americans. While Native Americans represent 3 percent of Job Corps enrollees, many more might effectively be served. As in the case of the Spanish-speaking, special adaptations may be necessary to adapt to cultural differences. Linkages are needed with Indian programs.

d. Handicapped youths. Every effort must be made to serve more handicapped youths along with others in need. In the rehabilitation and construction of centers, there must be attention to assuring, where feasible, that they are barrier-free. It may also be possible to experiment with some new concepts specifically designed to increase training opportunities for handicapped youths.

e. Offenders. The benefits of pretrial intervention have been demonstrated. Many of the Job Corps enrollees do, in fact, have arrest records and, in some cases, they are referred by the correctional system. It would be worthwhile to experiment with methodologies which focus on first-offenders and seek to provide an alternative to incarceration.

In addition to special efforts to provide sensitive and effective employability services for the above client groups, there are certain approaches which need to be developed and implemented across the board. The fundamental aims are to offer advanced career training opportunities and to provide closer linkages with the job market. These goals can be accomplished in several ways:

a. Industry work experience. Work experience positions will be created which provide on-the-job training and job experience before termination, along with a full range of Job Corps support. For youth who have acquired basic skills and competencies but lack exposure to the labor market, temporary work experience situations will be offered along with active job search assistance. For other youth who can benefit from advanced training, work experience positions will be arranged which are directly relevant to career aims with the intent that a large proportion of participants will be subsequently employed in the same firm or industry.

b. Industry training centers. Small Job Corps centers may be "attached" to a large firm or industry, with training developed by the firm or industry.

Periods of work experience may be intermixed with this training. The combination will be part of a carefully structured career development process aiming for good jobs in the firm or industry. It may be possible to combine this with employer subsidies using YEDPA resources. In other words, there would be a complete package from screening through intensive institutional training, on-the-job training, and a try-out period on the job.

c. Military preparation. The volunteer Armed Forces are a source of employment and training which should not be ignored. Thousands of volunteers are rejected each year because they lack basic competencies or have health problems. These are youth who find military careers an attractive option. The Job Corps can develop special components in cooperation with the Department of Defense to help such youth qualify for and succeed in the Armed Forces. This should be combined with extensive counseling to insure that the youth are fully appraised of civilian options and that they know what to expect from a military career. It would help regularize the flow of youth from the Job Corps into the military and enhance their success in the Armed Forces.

d. Junior College and Technical School Programs. Linkages with junior colleges and technical schools will help enrollees achieve more advanced training especially tailored to their needs and abilities. Residential slots can be developed with community and junior colleges and post-secondary vocational schools. These will be available only to enrollees who have been in the Job Corps program for 90 days or longer and have demonstrated their maturity and competence. The aim is vocational preparation rather than just general education.

e. Intake centers. It may be possible to create several centers specifically designed to provide orientation, occupational exploration, and certain basic training services to new enrollees. After a relatively short period at such a center, the enrollee would be transferred to a regular Job Corps center. The advantage of such a design would be to provide intensive services during the critical first days of an enrollee's stay, while at the same time allowing for more effective assessment of the most appropriate training to which each youth should be assigned after transfer.

f. Growth industry training. Although the Job Corps has concentrated on selected basic vocational areas, it should be possible to develop some new career training in occupational fields that promise rapid future growth such as mining and mining equipment repair, land reclamation, transportation, and petroleum-related occupations. Employment and training services are a growth area itself, and it should be possible to train enrollees for paraprofessional jobs in the private and public sectors including positions in the expanding Job Corps.

Finally, experimentation is also needed with different delivery mechanisms. It is important to test the capacity of various community based groups to operate Job Corps centers, particularly their unique capabilities to deal with selected target groups and specialized approaches. Continued exploration is needed to develop better linkages with CETA prime sponsors including their active participation in the operation of centers.

This is a challenging agenda. There is a risk that excessive experimentation and innovation will undermine the overall expansion. On the other hand, this is a rare opportunity to try some new things and to improve the Job Corps. The following realizable targets are, therefore, adopted for these innovative approaches:

a. Junior and community college programs - 2,567 slots.

b. Industry work experience programs - 1,080 slots.

c. Industry training centers - 2 or 3 small centers.

d. Military training - 3,000 slots.

In terms of serving special groups, it is intended that three experimental components for women with dependents will be implemented, with extension to other centers after some experience has been gained. Experimental centers or components could be opened for Native Americans, handicapped youths and offenders. These could help develop materials and approaches useful in serving these groups throughout the Job Corps. Community based organizations and prime sponsors might be used on a sole source basis to help operate these experimental programs. As a long-run goal, a growth industry offering should be available at every center. For the next few years, however, the development of 5-10 new offerings will be the target.

4. Recruiting.

There is no shortage of youth who are eligible for and could benefit from the Job Corps. Hundreds of thousands of disadvantaged unemployed youth, age 16 to 21, have either dropped out or failed to achieve basic educational competencies. In the 1960's, Job Corps operated at the same level to which it is currently being expanded and was able to fill its slots despite the tight labor market, the Vietnam War which absorbed many potential recruits, an emphasis on males, and a high turnover rate which required more recruits per slot. It should be possible to recruit enough youths under today's conditions. On the other hand, recruiting was a major task in the 1960's, involving many more personnel than are available today. It will be difficult under the best of circumstances to double recruiting in a single year as is necessitated by the rapid expansion. Furthermore, the Job Corps' monthly allowance has not been raised since the beginning of the program, and its purchasing power has been eroded by inflation.

The recruiting and referral system must be refined in time to provide recruits as new program capacity comes on line. It is difficult to recruit in the summer months, and this is when expansion will be occurring most rapidly. It is, therefore, crucial to begin examining, modifying and supplementing recruiting and referral procedures early in 1978. There are several steps.

a. The Job Corps must be made a more attractive option. One immediate need is to raise the allowance level to reflect cost-of-living changes. On a more general level, improvements in the quality of life, both physical and nonphysical, at Job Corps centers and the promise of occupational training courses suited to individual needs should make recruiting easier. In particular, the opening of advanced career training opportunities such as junior college offerings may attract the more upwardly mobile disadvantaged youths.

b. Existing recruiting mechanisms need to be reexamined and improved where necessary. The State Employment Security Agencies (SESA's) should be utilized for recruitment activites to the maximum extent possible. Job Corps centers in some regions are being filled by recruits from other regions where expansion is taking place. There will have to be better balance in the efforts.

c. New referral mechanisms must be tapped. The CETA system and the Job Corps have operated relatively independently. They must be drawn closer together. The resources of the SESA's are available for assistance. Community based organizations may aid in the referral effort. In particular, it may be possible to utilize emerging Job Corps alumni groups. The military recruiting system can be tapped to refer those youth rejected for military service. Likewise, the Young Adult Conservation Corps may be a source of candidates. There may also be some continued experimentation with the use of enrollees to recruit other youth and the direct referral of youth by unions and others involved in specialized training in the centers.

d. New recruiting materials and publicity efforts are needed to increase an awareness of Job Corps and to inform potential recruits about the expanded options.

e. Disadvantaged young women are a large potential source of recruits. As coeducational capacity is expanded, and arrangements made for day care, it should be possible to attract an increasing number of women.

f. Recruiting needs are reduced to the extent that the duration of stay is lengthened. More attractive training options, specialized intake centers, increased allowances, an improved quality of life, and continuing administrative and counseling efforts to prevent early terminations should all be effective in continuing the rise in average length of stay.

5. Intensifying Placement Efforts

While the burden of increased placement activity lags behind the expansion of capacity and the pressure for more recruits, the placement system must be readied for an increased flow of terminees. Moreover, there may be room for improvement in the current system. While placement rates are extremely high, the quality and timeliness of placement might be improved.

The first step is to carefully assess current placement methods. The approach varies somewhat from region to region. The reported placement rates should be validated and assessed in terms of wage rates, training-related placements, and the time between termination and employment. The effectiveness of the gatehouse approach must be assessed. It is also important to update the Fiscal Year 1976 comparison of placement statistics by skill area to determine whether there is equal success in different occupational offerings and to improve the record. Finally, it will be necessary to reexamine the adequacy of the funds currently budgeted for recruitment, screening and placement.

There are several ways placements can be improved. One is to lengthen the duration of stay. It is easier to place completers than noncompleters. A second is to link training more closely to employment. Union participation has resulted in very creditable job-finding performance. It should also be possible to involve employers directly. One of the experimental programs is to have a firm or industry "adopt" a Job Corps center, helping to design and deliver the training with an assurance of subsequent employment. The use of transitional work experience and on-the-job training slots should make corpsmembers increasingly job ready and should help them to obtain jobs.

There are several other approaches that deserve experimentation. One is the individualized approach which will have the placement effort begin very early in the enrollment process, perhaps with periods of work experience interspersed with training so that the employers can give corpsmembers a try-out. A single delivery agent might be responsible for working in the center as well as achieving subsequent placement. There may also be a need to involve other placement agencies such as community based organizations and CETA prime sponsors.

6. Coordinating Job Corps and Other Employment and Training Programs.

The Job Corps predates the CETA system. It has a national categorical focus in contrast to the decentralized and decategorized thrust of CETA. Generally speaking, strong linkages have not been created between the other titles of CETA and Job Corps.

The creation of an Office of Youth Programs in the Department of Labor with responsibility for both the Job Corps and the new youth programs initiated by YEDPA reflects a decision to better coordinate CETA and the Job Corps. In the regulations for Youth Employment and Training Programs under YEDPA, prime sponsors were requested to comprehensively plan for services to youth, including referrals to the Job Corps. For this planning to become a reality, it will be necessary for the regional offices to encourage prime sponsors while providing them the information they need about the Job Corps program and its enrollment opportunities. Materials must be developed and distributed, and other technical assistance provided. Regional personnel responsible for the Job Corps and CETA operations must work closely together.

Procedures need to be established for increased prime sponsor involvement in centers within their jurisdictions. There must be some experimentation with centers operated by prime sponsors to determine whether this can be a viable approach under certain circumstances. Conversely, Job Corps centers should establish linkages with prime sponsors to utilize training facilities and courses available in nearby communities.

It is also important that the Job Corps involve community based groups. While there is extensive participation of nonprofit organizations, the major community based organizations in the employment and training system have not operated Job Corps centers. There is room for some experimentation in this regard. Likewise, community based groups may be used in recruitment and placement efforts.

The other major participants in the employment and training system--unions, private employers, and junior colleges and vocational schools--must also be increasingly involved. Union-operated training programs can be expanded and it may be possible for union-based nonprofit groups to operate centers. The industry training center approach will require active employer involvement. Vocational schools and junior colleges can be involved in the advanced career training. Existing community facilities should be used whenever possible rather than building duplicate facilities in the new centers.

For the most part, the procedures worked out in the last few years should be retained during the expansion. However, some exceptions will be needed to assure national office flexibility during the expansion.

7. Increasing Community Awareness and Involvement.

The Job Corps tends to be strongly supported by those who have first-hand experience with corpsmembers and center operators. Opposition to new centers frequently results from a lack of awareness about the program. Proposals to close existing centers almost always encounter strong opposition from the affected communities.

The best promotion for the program is visibility. It is important in securing sites and solidifying support for those already selected that community officials be invited to nearby Job Corps centers. An organized program is required, for instance, to involve prime sponsor officials, religious and volunteer organization leaders and other prominent citizens.

To the extent possible, community assistance programs should be developed at each center. Job Corps centers have made many contributions over the years to surrounding communities. These should be expanded and formalized.

One way to gain broader support is increased advertising and television coverage. A major effort must be undertaken at the national level to develop films and materials and to involve the national press. This will aid in building community support and will augment the recruiting effort.

An important potential source of assistance is the Job Corps alumni. There are some 600,000 former corpsmembers, many of whom are strongly committed to improving and promoting the Job Corps program. Alumni associations can be organized and involved in a variety of ways.

Finally, organizations such as JACS and WICS, which have traditionally supported and assisted the Job Corps, must be deeply involved in the expansion effort. On an experimental basis, they may also help in mobilizing community support for new centers.

8. Monitoring and Evaluating Job Corps Performance.

The Job Corps is one of our most complex employment and training programs because it offers such a comprehensive range of services in a residential setting to our most disadvantaged youth. It is also one of the most carefully evaluated manpower programs over the years. Currently, there is a large-scale economic impact study under way. An exploratory noneconomic impact study was just completed. The General Accounting Office is engaged in a comprehensive review of the program.

These studies may yield significant results and will suggest areas for improvement. It is critical that in each case an action agenda be adopted based upon the findings. However, the expansion, improvements and innovations will substantially alter the program. In many aspects, the past evidence will no longer be germane and continuing analysis will be necessary.

There are a number of studies necessary to maintain and improve the existing program:

a. Methods of encouraging retention and completion must be assessed including the results of experiments with allowance incentives.

b. The training-related placement rates and the wage gains in each occupational area must be assessed to assure the best mix of occupational offerings across the board.

c. A variety of vocational exploration methods are in use in various centers. The comparative effectiveness of these methods needs to be determined.

d. Supplementary and new education materials need to be tried out on a continuing basis in order to assure the best possible program. Experimentation is particularly needed with ESL approaches.

e. Placement data must be validated. The system in each of the regions must be carefully studied to determine how it can be improved. The timeliness and quality of placements must be assessed.

f. The recruitment and screening systems in place must be carefully assessed in order to assure that available slots will be filled.

g. Corpsmembers' perceptions must be tested on a continuing basis to determine ways in which the program can be improved.

h. Alternative methods such as direct referral and intake-through-placement counseling should be assessed to determine whether these approaches can improve performance.

Each of the innovative programs which will be developed needs to be carefully analyzed. Outcome studies will then be necessary to determine the impacts on enrollees. These innovative programs will be undertaken under 413b authority which mandates careful review and evaluation:

a. The relative effectiveness of CBO's and CETA prime sponsors in operating centers must be determined.

b. The effect of military components on enlistment rates and success in the Armed Forces must be carefully evaluated in coordination with the Department of Defense.

c. The junior college/technical school program must be reviewed to assure that it provides long-term benefits to enrollees and serves those who would not otherwise receive advanced training.

d. The industry work experience programs should be studied to determine the impacts of transitional work experience on job readiness, and the effect of on-the-job training on future employment and earnings.

e. The needs and success of the handicapped, offenders, Indians and the Spanish-speaking should be assessed including the effectiveness of special programs adopted for them.

f. The employment problems of young women and their success in the Job Corps must be carefully studied, including the effectiveness of experimental efforts for welfare recipients.

It is expected that it will take up to 3 years to implement the new programs, to improve or discontinue those which are less successful, and to digest the expansion. At that time, it will be crucial to undertake another across-the-board assessment to determine whether the economic and noneconomic impacts of the Job Corps have been maintained or improved.

Attainable Objectives

This agenda is formidable. It requires coordinated action on a number of fronts. Implicitly, however, it recognizes that everything cannot be achieved at once and that certain aims must be given priority. For Fiscal Year 1978, the major emphasis must be on securing sites, developing centers and building recruiting capacity. The specific objectives are as follows:

a. By the end of Fiscal Year 1978, 44,000 slots will be under contract and 35,000 enrollees on board. To achieve this aim, it will be necessary to have most potential sites identified and to an advanced stage of approval by the end of March 1978. Special efforts such as those concentrating on specific target groups can be developed as feasible but will account for only a small portion of enrollment and will be delayed, if necessary.

b. The recruitment system will be assessed, regional plans developed and implemented by the end of the second quarter of Fiscal Year 1978.

c. Technical assistance materials and training for augmentation will be largely completed during the year. New materials will also be developed for recruiting.

d. The work experience and junior college/technical school programs will be implemented as part of the augmentation of slots. The military offerings will be added as components in selected centers, but the full complement will not be reached until Fiscal Year 1979.

e. Quality-of-life improvements, both physical and non-physical, in existing centers will be completed to bring them to an acceptable level.

f. The Performance Measurement System will be examined by the end of Fiscal Year 1978 to determine its applicability to the new program variations.

For Fiscal Year 1979, the major emphasis will be on solidifying the expansion while developing the more innovative program approaches.

a. Speciality centers and career offerings should be fleshed out and the military program brought up to its planned level. Industry training centers should be established if arrangements can be made.

b. Studies will be initiated of all the new features of the Job Corps to suggest by 1980 any needed changes.

c. The placement system will be assessed and modified where necessary.

d. Management changes will be made in ineffective centers and some may have to be closed. Past experience has suggested a substantial failure rate. Effective development at the outset should reduce this, perhaps 20 percent of added capacity. Some problems in new centers are to be expected and the key is to correct them immediately.

In Fiscal Year 1980, the innovative features can be assessed and the lessons applied. A major overall evaluation would be warranted by that time. It should also be possible to consider further expansion of the program.

This plan has outlined the many steps required to achieve these objectives. It is important that the Job Corps report regularly to Congress on its progress to assure that the administrative decisions are appropriate. The Office of Youth Programs, which administers the Job Corps, also has responsibility for the Youth Employment and Demonstration Projects Act (YEDPA). Comprehensive reports are being prepared on YEDPA for March and December of each year. The Job Corps will, therefore, prepare reports reviewing its progress for submission in an overall youth report.

The Job Corps expansion, as well as the implementation of YEDPA, are major initiatives which deserve careful scrutiny. Realization of this plan will assure an expanded and improved Job Corps. But hopefully, this will not be a one-shot process. The Job Corps can and should continue to improve and to expand as long as it can effectively serve those youth who have few other options.

A REPORT OF
THE EXPANSION AND ENRICHMENT OF THE JOB CORPS

1. Opening New Centers

The Job Corps is a critically important element in combatting the employment problems of disadvantaged youth. The program provides comprehensive services including vocational skills training, basic education, health care, and residential support for young people who are poor, out of school and out of work. Its aim is to break the cycle of poverty permanently by improving lifetime earnings prospects.

Recognizing the effectiveness of the Job Corps and the needs of hundred of thousands of disadvantaged youth for its comprehensive services, the Carter Administration and Congress are doubling the size of the program. In Fiscal Year 1978, the number of slots under contract will be increased from 22,400 to 44,000. Because construction and rehabilitation is needed for this expansion, there will be a time lag in enrollment, but the on-board strength is to increase to 35,000 by the end of Fiscal Year 1978 and to the full 44,000 enrollment by the middle of Fiscal Year 1979.

This is a challenging task. The report which follows discusses somewhat at length the many procedures to be implemented to achieve our goals.

Early on, Job Corps staff recognized the necessity to establish the expansion effort on a basis of geographical need; therefore, the additional planned Job Corps training slots were allocated to regions based on the latest available poverty and unemployment data. The original allocation of training slots to bring the total to 44,000 is as follows:

REGION	NEW SLOTS
Region I (Boston)	1,543
Region II (New York)	2,574
Region III (Philadelphia)	2,710
Region IV (Atlanta)	5,156
Region V (Chicago)	3,690
Region VI (Dallas)	1,690
Region VII (Kansas City)	1,395
Region VIII (Denver)	0
Region IX (San Francisco)	2,842
Region X (Seattle)	0

It was also considered desirable to have a "mix" of center types. Contract centers to be operated by the private sector, or community-based groups, will continue to represent a major proportion of capacity after expansion; civilian conservation centers to be operated by the Departments of Agriculture and Interior would represent a somewhat smaller share. However, since Job Corps enrollees had been involved in work experience programs, junior colleges, and technical schools, it was considered appropriate to augment these activities as a part of expansion planning. As a result of the expansion, the Job Corps will be composed of the following slot distribution:

	Expansion Program Slots	Total Slots at End of Expansion
Contract Centers	17,632	34,867
Conservation Centers	860	6,025
Industry Work Experience Programs	852	852
Junior College and Technical Schools	2,256	2,256
	21,600	44,000

For every site which eventually becomes a Job Corps center, scores of potential sites must be examined to determine the adequacy of facilities, rehabilitation needs and costs, community acceptance and other factors. There are many steps between initial location of an acceptable site and the eventual opening of a center. Almost the total effort of the Job Corps staff in the last 9 months has been devoted to site screening and development.

As of March 20, 1978, 19 centers had been contracted for with a capacity of 7,888. In these cases, contractors had been selected for the operation of the centers and all approvals and clearances had been completed. For an additional 8 contract centers, with capacity of 2,805, approval had been requested and received from the Governor and preparations were in various stages of completion. Barring unforseen circumstances, most of this capacity will be secured. Finally, a range of likely prospects has been identified, and in a majority of cases, letters have already been sent to Governors. The good prospects include 27 centers with a 9,205 capacity.

Supplementing these contract centers, three likely conservation centers have been identified with a projected capacity of 724. Expansion will add 1,830 slots to existing centers. Out of the planned 2,256 advanced career training junior college and technical school enrollment, 539 were on board as of March 20, 1978. Of the 852 planned industry work experience programs, 84 slots were filled as of March 20, 1978.

Every effort has been made to secure these facilities at a reasonable cost. The industry work experience and advanced career training approaches have the advantage that they do not usually involve the acquisition or rehabilitation of facilities so that capital costs are limited. In the new contract and conservation centers, the goal was to keep acquisition and rehabilitation costs below $6,000 per slot, which would be amortized over the life of the centers. Costs vary markedly by region and by type of facility. On the average, however, the goal will be achieved. For instance, of the new centers where contracts have been negotiated, total acquisition costs were $18.3 million, including the 10 centers which were federally-owned property provided without cost by the owning agencies. Rehabilitation for all these centers is estimated to cost $56.8 million in order to bring them to OSHA standards and to provide basic vocational and residential facilities. For the 14,000 slots in these centers where costs can be accurately projected, this averages to $5,400 in acquisition and rehabilitation expenses.

There are obviously few "turn-key" facilities available. The Job Corps is a unique program combining residential support with vocational training and basic education. Even college facilities with similar functions frequently fail to meet OSHA standards or provide for all the needs of economically disadvantaged youth. It will take time, therefore, to ready the newly acquired sites for corpsmembers. The projected 35,000 enrollment by the end of Fiscal Year 1978 is extremely ambitious, and reaching this goal will not be given precedence over adequate preparation of facilities and arrangements for center operations. Under favorable circumstances, however, it may be possible to realize this target.

To assure adequate training for staff in these new facilities, an array of assistance efforts is already underway. A total of 15 training modules has been prepared covering all aspects of center operations including security and law enforcement, vocational education, facility management, management, recruitment and screening, basic education, fiscal management, property management, recreation and leisure, community relations, safety, placement, orientation, counseling, and residential living. National training sessions will be held covering all these areas with regional office personnel who will then handle training within each region on an as needed basis. To supplement these efforts during the expansion phase, a 12-month technical assistance contract has been awarded to a minority business to identify and obtain the services of technical specialists who have expertise and to make arrangements for their assistance on an as needed basis.

2. Maintaining and Improving Performance

The improvement of Job Corps center facilities should have a favorable impact on the ability of Job Corps to recruit and retain its enrollees. The enhancement of the centers' physical facilities will also prove conducive to both the teaching and learning processes.

Job Corps has implemented a program to upgrade the quality of life throughout existing centers. This was based on extensive evaluations of center needs which were then screened and prioritized to a total of $36.1 million in improvements.

As of January 31, 1978, the bulk of the funds ($28.4 million) are being utilized to bring Job Corps centers in line with OSHA standards. Major projects to upgrade center facilities include:

a. Installing fire doors and fire alarm systems;

b. Upgrading of center electrical service and systems;

c. Upgrading of lighting fixtures from incandescent to fluorescent lights;

d. Painting interiors and exteriors of buildings;

e. Repairing or replacing buildings showing structural decay;

f. Repairing or replacing heating systems including steam lines, radiators and steam traps;

g. Insulating buildings;

h. Providing ventilation in buildings;

i. Repairing or replacing restroom facilities; and,

j. Constructing sewage, classroom and dormitory facilities.

In addition to the improvement and upgrading of Job Corps physical plants, $7.8 million has been provided to purchase various types of equipment. Most will be used modernizing classrooms and vocational training programs at centers. To cut costs and to standardize equipment, Job Corps has entered into a contract which will provide 6,700 new beds, mattresses, wardrobes and chests to existing centers. The purchase of medical and dormitory equipment will improve the quality of care afforded Job Corps enrollees. To utilize leisure time activities better, various types of sports and recreational equipment are scheduled to be purchased for corpsmembers.

The Job Corps is responsible for the total well being and development of corpsmembers; while education and training must remain the basic concern, enrichment is also needed.

Job Corps centers provide a program of entertainment, recreation and avocational activities for corpsmembers leisure time. Because of the modest resources available for this purpose, this program is supplemented by national office sponsored programs, thus assuring that all centers enjoy a certain level of activities. The major national office activities at present are as follows:

1. Currently, the Job Corps provides a program of regularly scheduled live entertainment. Under the present program, each center receives eight shows per year. Newly opened centers receive four. The typical show consists of a musician, a female vocalist and a male comedian or magician.

2. The Job Corps, under contractual arrangements with major motion picture companies, operates its own movie circuit. First-run movies and movie classics are distributed weekly for free viewing by corpsmembers.

3. The Job Corps has signed a contract with Hyde School, a private educational center in Bath, Maine, to explore the feasibility of encouraging Job Corps youth to participate in an historical musical drama as a way to build self-motivation and enrich their education.

In carrying out the 3-month pilot project, Hyde School's performing arts group of faculty, students, and alumni will present at five Job Corps centers "America's Spirit," an inspirational musical drama created by the school. The object is to demonstrate to Job Corps members and staff that they could produce a similar inspirational drama, thus improving the participants' moral and self-confidence, and enhancing their development into responsible adults.

If the pilot phase is successful, later stages of the project would give Job Corps youth the opportunity to participate in the production--acting, singing, dancing, designing scenery, composing and playing music, and operating lighting and sound equipment.

4. Job Corps is now considering sponsorship of track and field events as well as boxing tournaments with a view toward producing Olympic participants or athletic scholarships for qualified individuals. Negotiations have been conducted with the National Football League Players Association representing a consortium of sports associations concerning a possible role for athletic figures in Job Corps community relations, corpsmember morale and coordination of major Job Corps sporting events.

5. Recreation directors from the centers attend periodic arts and crafts workshops with a view toward keeping abreast of the latest developments in that field. A national Job Corps art contest has been undertaken to promote the artistic interest and efforts of enrollees. Selections will be made at the center level in May 1978; national winners will be announced in July 1978.

3. Innovative Approaches

The expansion provides an opportunity to try new approaches. Special efforts will be devoted to serving groups with particular needs: economically disadvantaged women with children, Spanish-speaking youth, Native Americans, the handicapped, and offenders. A range of new approaches will be introduced to supplement traditional programs: industry work experience including industry training centers, military preparation components, advanced career training in junior colleges and technical schools, intake centers stressing assessment and basic education, and specialized courses in growth industries. Finally, experimentation with alternative delivery agents is proposed, including greater involvement of CBO's, CETA prime sponsors and unions in center operations.

Progress has varied in the implementation of these special efforts, new approaches, and alternative delivery arrangements.

a. Target groups.

- Women with children. Job Corps has a longstanding mandate to provide equal opportunity for both males and females. Amendments to the original legislation as early as 1966 called for an increase in the percentage of female participants from the nine percent who were served in 1966, to 23 percent in the following year. In 1967, this percentage was again legislatively increased, this time to 50 percent, insofar as this increase would be consistent with both efficiency and economy in the operation of the program and the needs of the population to be served. But in the period 1968-1975, the percentage of female enrollees in Job Corps actually declined from a high of approximately 29 to 25 percent, partially as a result of retrenchment. In the last several years, many centers have been converted for coeducational use in which recruitment and placement of females has been given greater priority. Female enrollment has risen to 32 percent in FY 1977. One half of the enrollment of expansion centers is to be female.

Since many economically disadvantaged females have dependents, there is need for some child care arrangements. Job Corps' regulations require that a young woman who is responsible for dependent children must show proof that suitable child care arrangements have been made for the proposed length of her enrollment in order to establish eligibility for the program. This requirement, in conjunction with the fact that it was determined in late 1975 that funds appropriated for title IV of the Comprehensive Employment and Training Act cannot be utilized for child care, has effectively precluded the participation of a number of young women who have been unable to make the necessary arrangements on their own. A sample of six centers in 1976 showed an average of only nine percent of the female enrollment to be heads of household or "in any marital status except marriage with one or more children."

To address this problem, a demonstration program was conducted at the Atlanta Job Corps Center. In this pilot, mothers were enrolled as residential trainees and provided living quarters which accommodated their children, who were cared for during the day in a child care center in the same building. The ages of the children ranged from 6 months to 6 years. Participants in the program showed significantly longer lengths of stay, higher completion rates, and lower incidence of disciplinary problems than matched groups of nonparticipant mothers and childless corpswomen at the center.

Job Corps is currently cooperating with the WIN program in two demonstration projects for the training of nonresident WIN mothers who meet Job Corps' entrance criteria. The Cleveland center is training solo-parents who are being provided day care services at centers in the community, and the Atlanta Center is training solo-parents who are being provided on-center day care services. Job Corps will, in the near future, initiate the testing of two additional models for the training of eligible young women with dependent children.

- Handicapped.

Job Corps serves young people with a variety of handicap conditions, who have benefited from the regular program along with the non-handicapped. Only one percent of all applicants are rejected for medical reasons. This low percentage reflects Job Corps' policy of screening in rather than screening out. Each individual's application is thoroughly reviewed to make the most appropriate center assignment in terms of available health services, vocational offerings, and the physical barriers which may be encountered. The "mainstreaming" approach (mixing the handicapped with the non-handicapped) is consistent with the requirements of "The Education for All Handicapped Children Act" (P.L. 94-142) which advocates educating children in the least restrictive environment, and has a profound effect on the individual's self-image. The Act also allows for special or separate classes only when it is impossible to work out satisfactory placement in regular classes with supplementary aids and services.

In a "Preliminary Study of Job Corps Services to the Handicapped (October 14, 1977)," the Job Corps Health Office recommended that handicapped individuals not now applying be encouraged to apply, and that their applications be referred to their regional office for determination of medical eligibility. The study suggested additional recruiting and screening efforts, especially in cooperation with Vocational Rehabilitation, welfare departments, and other community agencies to which handicapped persons regularly apply. The study recommended that separate centers for the handicapped should not be established but that parts of centers be established or modified to provide the necessary vocational, physical, and medical or mental health support to the handicapped. It is further recommended in the study that in admitting additional handicapped youth:

1. Those with minimal handicapping conditions who require nothing extra to participate in the program should be assigned to any center, including conservation centers.

2. Those who need special facilities or facility changes should be assigned to selected centers on easy terrain, where the center is fitted with the required equipment (handrails, low water faucets, etc.).

Key centers in each region or selected regions could be modified or, if new, designed to accommodate the handicapped.

3. Those in need of special medical care could be assigned to the large centers with full health staff near urban medical centers.

4. Those who need training modifications, such as special teachers, special equipment, and safeguards could be assigned to three or four selected centers, geographically separated, on a demonstration basis.

5. For the mentally handicapped, particularly the mentally retarded, Job Corps may develop special entry-level or screening mini-centers for young people recruited through special outreach programs. Resources such as Vocational Rehabilitation, public schools, and special training schools could be tapped for referrals of mentally retarded youngsters who have been identified as possessing enough social skills to be able to live in a residential setting such as Job Corps. Such mini-centers might serve as prevocational evaluation types of centers, paving the way for a smooth transition to a regular Job Corps center.

6. In screening and testing the mentally retarded, cultural biases in standard tests must also be considered so that adaptive behavior testing can be instituted in conjunction with the standardized tests. This is especially true with Black and Latin youths.

These options are currently under study by the Job Corps. There has been some initial planning for center components for handicapped youth.

- Spanish-speaking youth. Over the past 8 years, Job Corps has developed programs to aid persons of limited English-speaking ability when such youth constitute a significant portion of the corpsmember population of a specific Job Corps Center. In 1970, ten centers were designated as bilingual centers to deal primarily with Spanish-speaking corpsmembers.

  In 1977, a Bilingual Task Force was established with representatives from the Job Corps bilingual centers to update a program that had been in operation for 8 years. The Task Force quickly recognized that bilingual vocational training required more than English as a second language and skills training. Cultural, educational, and sociological factors had to be considered. For instance, many Spanish-speaking enrollees could not read or write Spanish. This fact suggested a need to teach such persons Spanish first and English second. Thus, the student would have a formal language upon which a realistic bilingual transition could be made; vocational skills training could be taught concurrently with linguistic skills. It was also established that cultural differences could be more readily examined if they were researched on a central basis, and information made available to all centers. The Task Force recommended the establishment of a national Spanish demonstration center that would not only perform research, test and develop techniques for the Job Corps program but would also serve as a model for all Job Corps bilingual centers. Planning is currently under way for the development of such a center.

- Native Americans. Native Americans represent three percent of Job Corps enrollees, with the majority at the Kicking Horse Job Corps Center at Ronan, Montana. The operation of the center is under the Tribal Council of the Confederated Salish and Kootenai Tribes of the Flathead Indian Reservation.

  Plans are now under way to establish additional American Indian sponsored programs in the North Central regions of the United States, in Oklahoma, and in Alaska.

It is anticipated that these programs will be under contract to tribal groups and administered as national programs.

Emphasis will be placed on both job training for local needs, particularly related to reservation economic development, as well a transitional training for those youth planning to relocate to urban areas. Approximately 400 to 600 youth would be served by these proposed Job Corps centers.

- Offenders. Many Job Corpsmembers have had contacts with correctional systems, but there has not been a formalized use of the Job Corps as part of a community treatment strategy, nor an evaluation of its impact on offenders. A model program is, therefore, planned in the State of Vermont. It is the purpose of this program to enhance the job prospects and career opportunities of young persons who are judged delinquent or in need of care. Employability development will be emphasized, with the Job Corps as one of the treatment options.

  A Job Corps center will be established in the State in what is currently a correctional facility. It will serve youth in difficulty as well as regular enrollees, and the impacts on behavior will be assessed.

b. Innovative approaches

- Industry Work Experience Program

Industry work experience positions have been created to provide job experience before termination for youth who have acquired the necessary basic vocational skills and competancies, but who lack exposure to the specific requirements of the labor market.

Experimentation is proceeding with two basic types of work experience programs. The first is a temporary work experience program which is designed to be no more than 6 weeks in length and will provide enrollees with an introduction to the work ethic as well as the necessary social adjustment to the work force. This training will be designed to utilize government agencies, nonprofit and commercial organizations which are located near centers in which enrollees are being trained. The program will not necessarily be related to placement in a particular occupation.

The second type of work experience program will be geared to specific industries and will provide both socialization adjustment and work experience geared to the requirements of a specific occupation. This program may last 22 weeks in length and will include a commitment by the employer to provide permanent jobs for those enrollees successfully completing the work experience module.

In both types of work experience training, corpsmembers who clearly indicate a need for additional training in either vocational, educational, or adjustment to the world of work may be returned to a Job Corps Center for additional training.

It is expected that these programs will improve placement potential and provide for a period of adjustment to ensure retention of trainees in jobs once they are placed. Further, it is expected that employers' feedback regarding enrollees will ensure that vocational training programs meet the needs of industry. Policy guidelines for this component have been issued and 84 corpsmembers were already enrolled as of March 20, 1978.

Another type of work experience arrangement is a small Job Corps center "attached" to a large firm or industry, with training developed by the firm or industry. Periods of work experience would be intermixed with this training. The combination would be part of a carefully structured career development process aiming for good jobs in the firm or industry. It may be possible to combine this with employer subsidies using YEDPA resources. Such arrangements are complicated and cannot be undertaken until Fiscal 1979. However, already in the planning stage is a center with work experience slots which will be linked directly with the Corps of Engineers' construction work in Mississippi. This will serve as a model for other industry training centers in the private sector.

- Military Training Components

On January 13, 1978, a Memorandum of Understanding was signed by the Department of Labor (DOL) and the Department of Defense (DOD) for support of youth employment and training programs. This memorandum states that DOL will establish military preparation activities and that DOD will consider graduates of these activities for enlistment. Additionally, DOD will assist DOL in acquiring surplus and excess facilities equipment and supplies for use in employment and training programs and refer young people who are rejected for military services to the DOL for possible enrollment in Job Corps.

The primary goal of the military components is to prepare Job Corps enrollees to qualify for entrance into military service through intenstive individualized testing, counseling, education and training. The military preparation components will be established at approximately 15 Job Corps centers enrolling about 3,000 corpsmembers annually. The training program will be designed around a 6-month training period. Currently, contracted arrangements are being made for the development of curriculum and the implementation of a demonstration military component. Full phaseup is not expected until late in Fiscal 1979.

- Advanced Career Training in Junior Colleges and Technical Schools

One of the new experimental approaches is the establishment of training opportunities at community colleges and post-secondary vocational schools.

The potential benefits to be derived from this approach are many. Among these are (a) eligible corpsmembers will have an opportunity to choose from a wider variety of educational and vocational courses, (b) there can be better adaptation to local and national placement opportunities; and, (c) Job Corps, without excessive costs, can offer a variety of training programs to meet individual corpsmember needs through use of off-center facilities and equipment.

The community college program is being implemented through regional offices as an experimental and developmental project. To date, all regional offices have contacted community colleges and advanced vocational training schools to identify appropriate course offerings and to explore the availability of housing and other services. They have also been working with Job Corps centers to identify corpsmembers who are motivated and qualified for entrance into available community college programs. Some regional offices have contracted directly with colleges for a number of training slots; others have arranged for center operators to subcontract with community colleges to enroll corpsmembers in college programs. As of March 20, 1978, 539 slots were reported under contract, with 2,256 expected by the end of the expansion. To minimize potential problems and to maximize the program's benefits to eligible corpsmembers, the following policy decisions governing the program have been made:

- Vocational preparation rather than general education is emphasized, with employability development planning for each participant.

- Corpsmembers must be enrolled in Job Corps for at least 90 days prior to admission to the advanced career training program in order to provide time for needed basic and remedial services, to assess capabilities, and to insure that only youth requiring the extra help the Job Corps provides are enrolled. Centers will thus select prospective students from among their regular enrollees after individual counseling and career guidance.

- Corpsmember students will continue to receive support services, such as legal assistance and health care, for which all corpsmembers are eligible.

- Every effort will be made to obtain college credit for past experience and training, including that received in Job Corps.

- Colleges and vocational schools chosen for corpsmember training must be fully accredited. Training programs which include the possibility of a corpsmember's achieving two or more levels of competence, at each of which a certificate of attainment is given, are highly desirable. The availability of such services as a learning laboratories, tutoring, and counseling, are also important factors in selecting institutions.

Job Corps will continually monitor the program to ensure that it is operating according to policy guidelines, to identify needs for technical assistance, and to make it possible to take corrective action when needed. Areas which will be studied are:

- The quality and appropriateness of counseling at Job Corps centers and participating community colleges and post-secondary institutions.

- The employability development plans at the center for corpsmembers who subsequently enter the college program, in order to determine whether the occupational training choice was based on adequate information, and whether any barriers to completing advanced career training were addressed before the corpsmember was enrolled.

- Outcomes, e.g., whether those who complete the training are placed in training-related occupations.

- The possible need for policy redirection to enable the program to achieve its programmatic goal.

- The impact of the advanced career training component on operations in traditional centers.

- Intake centers

One of the problems in recruiting Job Corps members from areas such as the territories is that youth may be trained in mainland occupations and then return home where there are no parallel jobs. Likewise, they may lack basic preparation to succeed in a different cultural environment. Arrangements are being made to experiment with an intake center which will provide core skills and will then refer youth either to mainland Job Corps centers or to training for indigenous occupations. These arrangements are still in the planning stage.

- Growth industry training

Every effort will be made in the expansion to provide the most promising occupational offerings. During the last half of Fiscal Year 1978 and the first half of Fiscal Year 1979, the performance of existing training will be assessed and new occupational areas will be developed including paraprofessional training and energy-related training.

c. Experiments with delivery agents.

Expansion plans call for demonstration centers to be operated by community-based organizations, prime sponsors and labor unions to assess their comparative effectiveness. One prime sponsor operated center has been opened and another is currently under consideration. Arrangements are being made with community-based organizations and labor unions to operate demonstration centers.

4. Recruiting

Several steps have already been taken to meet the Job Corps' recruiting needs. The system in the regions is currently being assessed as part of a comprehensive independent evaluation. It is planned that a Department of Labor task force will examine cost data for the State Employment Security Agencies to determine whether the reimbursement provided by the Job Corps is fair and equitable to cover the extra expenses of recruiting, screening and subsequently placing Job Corps members. A conference of Associate Regional Administrators is being held at the end of April 1978, focusing solely on recruiting and screening issues. Finally, funds have been distributed to regions to arrange in advance for the increased recruiting needs in the latter part of Fiscal Year 1978.

Other avenues have also been examined. Job Corps has two national contracts for recruiting, screening, placement support and post-placement support services. One contract is with Women in Community Service, Incorporated (WICS) which provides services in recruitment, screening, preorientation, placement support, and post-placement support for corpsmembers. The second contract is with Joint Action in Community Service, Incorporated (JACS) which provides services in placement support and post-placement support for corpsmen. Both of the organizations are nonprofit with national headquarters and field staff providing services necessary for the organization, operation and supervision of contractual obligations. Both organizations have a nationwide network of volunteers, assisted by staff which utilize community resources such as social service agencies, church and civic organizations, social and professional groups and other groups which have long-term contacts with disadvantaged and minority populations. WICS actively recruits for Job Corps, JACS does not. Arrangements with WICS are being strengthened in order to provide for the increased demand for female recruits.

The AFL-CIO Appalachian Council is among the experienced, successful organizations involved in recruiting and screening of potential applicants for Job Corps which has proved productive in rural areas and in the recruitment of women. It is a nonprofit organization which currently operates in the Philadelphia and Chicago regions and may possibly expand to the New York region. There is a direct referral system established for Job Corps and union programs whereby selected youth are referred by local unions and Joint Apprenticeship and Training Committees to local screeners for application processing and enrollment in Job Corps preapprenticeship training programs. Greater involvement in the union referral system will occur as new program capacity is expanded.

One relatively untapped resource for recruitment of enrollees for the Job Corps expansion is CETA prime sponsors. CETA prime sponsors have developed a pool of eligible applicants for various training and job programs, operating directly or through subcontractors. In many instances, these applicants are also eligible for Job Corps.

Regional Administrators have been encouraged to involve CETA prime sponsors in the recruitment aspects of Job Corps through nonfinancial agreements. Although some prime sponsors have been working with Job Corps centers and screening agencies, more will be done to integrate Job Corps recruitment needs into prime sponsors' intake systems as a referral option. It is ETA's policy that prime sponsors will refer potentially eligible youth to Job Corps screening agencies both at the point of initial application and from enrolled participants who need and are able to benefit from the program.

To ensure that CETA and Job Corps interact, Regional Administrators will review CETA prime sponsors' YCCIP and YETP grant applications to ensure that they contain nonfinancial agreements with the local Job Corps screening agencies to refer eligible youth to Job Corps; a discussion in the CETA Prime Sponsors' Annual Plan to implement these mechanisms of referral will also be required for review purposes.

In addition to these arrangements, linkages are also being established with migrant and Indian prime sponsors under other Department of Labor programs so that they will aid in the recruiting process. Many of the new centers also involve agreements with Governors and nearby prime sponsors to insure that adequate recruits will be provided from the surrounding areas. Finally, there will be expanded efforts to involve community-based organizations in the recruitment effort, including experimentation with Job Corps alumni associations and the use of corpsmembers to recruit.

As yet, there has been no progress in developing recruitment mechanisms with Armed Forces Examination and Entrance Stations; these procedures, however, are a part of the memorandum of understanding between the Departments of Labor and Defense.

5. Placement

The primary purpose of the Job Corps program is "to assist young persons who need and can benefit from an unusually intensive program...to become more responsive, employable and productive citizens...." (P.L. 93-203, Title IV, Sec. 401.) Job Corps placement policy is to extend placement assistance to all who have been enrolled in the program, to dropouts as well as to completers. Despite economic recession and high unemployment rates for youth over the past four fiscal years, the overall national placement rate has exceeded 90 percent of those reported to be available for placement. This performance stems from the aggressive placement operations conducted by regional offices and field placement organizations, including nearly all State Employment Security Administrations.

Placement results for Fiscal Year 1977 are representative of the past several years:

Type of Placement	Number	Percent of Total Available
Employment	20,300	63.6
Average Hourly Wage	$2.83	
School/Other Training	7,300	22.8
Armed Forces	2,000	6.2
Total Placed	29,600	92.6
Not Placed	2,400	7.4
Grand Total	32,000	100.0

More than 5,200 terminees were relocated after training in order to secure placements of high quality. The majority of those relocating obtained employment, at an average hourly wage of $3.33 which compares favorably to the overall wage of $2.83. Of post-secondary training placements, approximately 1,100 were at the college level.

It is important that reported data be as accurate as possible. Preliminary efforts have, therefore, been made to validate the information. During the first half of September 1977, Job Corps regional staff made a telephone survey of employers where placements had been reported.

Placement reports received in regional offices from field placement agencies in the months of June and July 1977, constituted the data "universe." From these reports, regional offices selected reports of job placements for enrollees whose Social Security numbers ended in specific digits (digits 3 and 6 for the first week's survey, digits 2 and 5 for the second). Smaller regions were asked to contact the first 15 job placement employers drawn by this method, and larger regions were asked for 30-50 contacts in each of the two weeks. Employers who could not be contacted or refused to provide information by telephone were excluded. Overall, 86 percent of placements were validated by this method. One region was identified as having special problems; excluding this, the validation rate was 90 percent. Problems have been given attention in this region. Despite this relatively high rate of validation, improvements are still needed, especially in the areas of:

- Quality of reporting. In the past four years, placement status reports for approximately 75 to 85 percent of all terminees were received; most of the remainder were reported to be not located, with placement status unknown.

- Timeliness of reporting. In most instances, more than 3 months is required to place enrollees and to report their status.

Improvements were made during Fiscal Year 1977 in both of these areas. A new monthly terminee listing was generated to provide more complete tracking and reporting. Many regions began using computer terminals to transmit placement reports to the national office, speeding the flow of data; all of the regional offices should be using terminals for data transmission by the end of Fiscal Year 1978. A revised placement reporting form is being developed to simplify the reporting effort by field agencies and regional offices.

The national office will now provide to each regional office a semiannual computer printout analysis of job placement of all centers within regional boundaries which can be used to strengthen center vocational training opportunities and placement of corpsmembers. Each printout indicates vocational training clusters at each center, termination categories, job placements, and job training matches. The purpose of this information and its dissemination is to highlight training areas having limited placement value or low starting wages. Also, by analyzing these data, it is possible to consolidate programs with low placement value and to analyze training and placement with projected job markets.

6. Coordination

A major intent of the Comprehensive Employment and Training Act (CETA) of 1973, as amended, is to achieve a coordinated approach in the delivery of manpower services through the involvement of the complete range of employment and training service delivery institutions. The Job Corps must be better integrated with this system by linking with community-based organizations, prime sponsors migrant and seasonal farmworker programs and unions.

Community-based organizations, broadly defined to include service associations, nonprofit educational groups, as well as antipoverty organizations, play an important role in Job Corps. Under Job Corps' broad definition of CBO's, the following represents Job Corps' contractual involvement to date:

1. Eleven of thirty-four Job Corps contract centers have broadly defined CBO's as prime contractors.
2. Subcontracts have been awarded to approximately 60 minority firms or CBO's by center prime contractors. This does not include the great number of individual local purchases made by procurement requests for other related center activities.
3. In the recruitment, screening, placement and support services areas, there are approximately 12 minority CBO's currently involved at the regional level; while WICS and JACS represent such organizations at the national level.

   A variety of efforts have been made to involve CBO's and minority contractors to a greater degree in the current Job Corps expansion. In selecting 8(a) subcontractors, it has not been required that contractors prepare Affirmative Action Compliance Reports or submit quarterly OMB Optional Form 61 on their Small Business Subcontracting Program. These requirements and provisions will be included in all prime contracts signed as part of the expansion program.

Unfortunately, because of the vigorous competitive procedures used in the selection of center contractors, many community-based organizations have been unable, in the past, to become involved in the actual operation of Job Corps centers. To correct this situation, the following actions are being implemented:

a. Community-based organizations such as SER, NUL, OIC, and others with an expressed interest, are being extensively briefed on application procedures relating to expansion opportunities.

b. A contract is being developed to pair corporations experienced in large scale operations with community-based groups with the intent that the latter will gradually develop expertise and take over as prime contractors.

c. CBO's will be considered, and where practical, utilized for sole source demonstration programs. Examples of the sole source possibilities include:

   - Experimental programs to improve methods of teaching Spanish-speaking youth.
   - Experimental programs to develop private sector Job Corps linkages through CBO's with effective job development systems.
   - Experimental programs to train paraprofessionals, particularly for employment and training positions with CBO's and prime sponsors.
   - Experimental programs to train Indians for skills related to economic development projects.

CETA prime sponsors are also being given an expanded role. In addition to their utilization in recruitment and placement, there are many ways they can participate in center operations. New policies have been formulated for buy-ins by prime sponsors and for use of community training programs and facilities. These will hopefully expand the linkages in all centers.

Additionally, however, there will be an effort to determine whether prime sponsors can effectively develop and operate centers. For instance, the Penobscot Consortium in Bangor, Maine, is being considered to administer a training and employment center for 350 school dropouts on the Husson College campus. The coeducational program would have a capacity of 250 residential and 100 non-residential enrollees from communities throughout the State of Maine. Agreements would be made with CETA prime sponsors and the Maine Job Service to provide recruitment and placement assistance for all participants. Special emphasis would be given to structural evaluation on programs focusing on cost and effectiveness. Followup surveys would be conducted of all participants for a period of one year. Additionally, a 4-year longitudinal survey of participants, patterned after the national Continuous Longitudinal Manpower Survey (CLMS) would be conducted.

Arrangements have already been finalized with the Inland Manpower Association in San Bernardino, California, to operate the San Bernardino center on a sole source basis under CETA 413b authority. In the past, the Association (a prime sponsor consortium) has been deeply involved in recruiting and placement activites. It is understood that this center will be limited to youth from within the IMA area of responsibility to the extent feasible, and that IMA will be primarily responsible for recruiting, training, and the placement of enrollees. Job Corps will measure the effectiveness of this type of arrangement against comparable programs to determine its overall cost-effectiveness.

In the expansion, Job Corps will continue its involvement with unions. During the past fiscal year, unions provided vocational skills training to approximately 17 percent of Job Corps enrollees, in 3,680 training slots. Over 90 percent of those graduated from union programs were placed with an average starting salary of $5.59 per hour.

The union organizations currently involved in Job Corps training are:

AFL-CIO Appalachian Council;

International Union of Bricklayers and Allied Trades (AFL-CIO);

Brotherhood of Railway, Airline and Steamship Clerks, Freight Handlers, Express and Station Employees (AFL-CIO) (B.R.A.C.);

International Brotherhood of Painters and Allied Trades;

International Union of Operating Engineers;

Operative Plasterers and Cement Masons' International Association of the United States and Canada (AFL-CIO);

Stewards Training and Recreation, Inc. (Marine Cooks and Stewards Union);

Union Brotherhood of Carpenters and Joiners of America (AFL-CIO).

Recognizing the placement potential resulting from union training, it is planned to hold the total union training slots at about the same 17 percent level despite doubling Job Corps enrollment to 44,000.

The existing union program operators have been reviewing all new potential centers to determine the programmatic feasibility of this program in selected centers. In addition to expanding these programs, it is anticipated that additional unions will be invited to participate in the expansion effort, both directly and indirectly through organizations such as the National Association of Home Builders.

As part of the expansion program, Job Corps has recently signed an agreement with the International Union United Automobile, Aerospace and Agricultural Implant Workers to provide 200 training slots in the field of automotive and auto body repair.

It is anticipated that unions will expand their efforts in direct referral of eligible enrollees into their programs; local unions will refer youth to the program with a commitment to place them when they have completed training and returned home.

The vocational training program conducted by the AFL-CIO Appalachian Council is unique in that the union organization not only conducts the vocational training, but also is responsible for the recruitment and placement of their enrollees. The success of this effort has dictated that Job Corps review the feasibility of expanding such arrangements. A proposal by a union organization to operate such a center is currently in the development stage.

7. Increasing Community Awareness and Involvement

It is important to increase public understanding of the Job Corps and involvement in its operations. Several measures have been implemented to achieve this end. First, the Job Corps Alumni Association (JCAA) was recently established in the greater metropolitan area of Washington, D.C. This will hopefully be the forerunner of many JCAA's yet to be established nationwide. Five members of this JCAA have made their first trip to a center to look at the quality of life in Job Corps and to make recommendations to the Director of Job Corps. Future JCAA plans involve establishing a JCAA facility in Washington, D.C., to provide counseling and support to Job Corps enrollees who visit the city. In addition, the JCAA plans to assist terminated corpsmembers in placement for jobs, housing and other support as necessary.

Second, the JACS and WICS organizations will increase efforts to promote community awareness and involvement in Job Corps utilizing their community-based volunteer staff. They will address their efforts to all community-based organizations that are in a position to enhance the Job Corps program in the community. Such community organizations include public, private and parochial school systems, welfare departments, family services, planned parenthood, community action agencies, neighborhood councils, settlement houses, senior citizen clubs, local ethnic groups, Acca Hotlines, children services, foster care facilities/homes, neighborhood community centers, vocational rehabilitation centers, Urban League, NAACP, OIC, probation officers, minority social organizations, church organizations, agricultural extension agents, school PTA clubs, minority small businesses, public housing authorities, service fraternities/sororities, social service organizations, YMCA, YWCA, Salvation Army, Rescue Mission, community service clubs (Lions, Elks, Moose, etc.), recreational organizations, boys clubs, veterans' organizations, Voluntary Action Centers, Police Athletic Leagues, Big Sisters, Big Brothers, Girl Scouts, Boy Scouts, and Campfire Girls.

Finally, all regional offices have begun a publicity campaign utilizing television and radio spots, as well as newspapers and periodicals. Over $600,000 has been disbursed to provide coverage in increasing community awareness and involvement. A film has been developed to promote community acceptance and understanding of the program. Efforts will be mounted in the third and fourth quarters of Fiscal Year 1978 to encourage visitations by the public and by Congressional members and staffs to Job Corps centers.

8. Monitoring and Evaluating Job Corps Performance

During the first decade of its existence, Job Corps has changed measurably as a result of more realistic understanding of its potential and as a response to new methods and programs for achieving that potential. This evolutionary change has been brought about principally through continual monitoring and evaluation of Job Corps' centers and programs.

In addition to extensive previous research, three Department of Labor research projects and one evaluation study are currently being conducted. The first research project is an attempt to retain corpsmembers in the program longer by assessing the feasibility and effectiveness of different plans to increase their allowance payment established originally in the Economic Opportunity Act of 1964.

A second research project, about to be concluded, deals with the problem of early terminations. The chief objective of this study is to determine the effects of "home leave" at Government expense prior to the completion of 6 months' service in Job Corps.

The third research effort is designed to examine the noneconomic impact of Job Corps through the identification of a set of noneconomic outcomes, to develop and assemble instruments to measure the outcome, to apply the instruments to experimental and control groups, and to analyze the data in order to determine which program aspects or components affect enrollee attitudes and behavior.

Lastly, a comprehensive evaluation, presently under way, will provide the Employment and Training Administration with sufficient data and analyses to determine the short-term impact of the Job Corps program on labor force status, employment and earnings of its participants. The evaluation will also examine the extent to which the Job Corps program influences the participants' receipt of transfer payments, level of recorded criminal behavior, subsequent enrollment in school or college, and enlistment in the military services.

These ongoing studies must be supplemented to meet special needs during expansion, and the new approaches being implemented will require an ambitious research agenda. The law requires in Section 413(a) that:

> "The Secretary shall provide for the careful and systematic evaluation of the Job Corps program...with a view to measuring specific benefits, so far as practicable, and providing information needed to assess the effectiveness of program procedures, policies, and methods of operation...."

To maintain and improve the existing program, it will be necessary to further explore methods to encourage retention and completion. This assessment, including the results of experiments with allowance incentives, will examine ways in which to motivate corpsmembers to remain on center for longer periods of time, including ways to alleviate individual anxieties and apprehension. In a more immediate time frame, limited scope process evaluations are already under way to determine the effects of quality of life improvements and advanced career training options on retention and corpsmember motivation.

Assessment of placement rates, wages and the most desirable and effective mix of occupational offerings for all centers is an area of research requiring immediate attention. It is counterproductive to continue offering any course area where adequate quality and quantity of placements cannot be secured. The data are currently being analyzed concerning occupation-related placement rates and wage levels to determine more promising operations.

Another area of research must deal with a currently offered course--the "Vocational Occupation Exploration Program." The thrust of this course is to expose all entering corpsmembers to various occupational courses offered on center. However, no two centers follow the same curriculum, the length and content of the course varies from center to center; to date, no comprehensive study has been made as to curricula effectiveness or the desirability and efficacy of the methodologies used.

As the research effort progresses in the area of vocational skills training, it should prove highly advantageous if research were initiated to examine the academic program with special emphasis given to the basic education curriculum. For example, no independent study has been made of the Job Corps' reading and mathematics programs since the early 1970's. Since that time, new materials have been published which are now available for use as supplementary and enrichment curriculum materials. These publications should be evaluated in terms of their effectiveness for remedial purposes and their relevancy to the type of disadvantaged youth who are served by Job Corps.

Investigation is proposed also in the area of English as a second language, particularly for Spanish-speaking youth. Although numerous courses in English as a second language are offered throughout Job Corps designed especially for this population, no one standardized approach has been developed. A comparative study is needed to identify the best English as a second language course being offered, as well as to assess the rates of academic gains made by youths with language problems.

An action research design is being developed and implemented to validate and assess placement data. The action research design will be a continuation of the recent verification of job placements conducted through the regional offices in September 1977, in which a modified random sampling technique was used.

Another area of research to be addressed immediately is an assessment of the recruitment and screening systems which must roughly double the number of annual recruits. Current and future costs of recruitment for Job Corps are already being examined under a joint effort of the Job Corps, the United States Employment Service (USES), and the Office of Administration and Management (OAM). This research will include analysis of contractual agreements with presently used systems and a numerical tally of the number of training slots available as compared with the number of slots unfilled. Additionally, an evaluation of the systems in each region has been initiated.

In accordance with Section 413(a) also, "The Secretary of Labor is required to arrange for obtaining the opinions of participants about the strengths and weaknesses of the program...." In order to do so, Job Corps proposes that research be conducted to develop an attitudinal questionnaire to be administered to randomly selected corpsmembers periodically or included as an integral part of the center's annual review by regional and national office personnel. This instrument, designed to establish corpsmember perceptions of the program, would include questions pertaining to the academic curriculum, the adequacy of vocational skills training, the center's physical environment, the corpsmembers' perceptions of staff attitudes toward them, center rules and regulations, corpsmember behavior, and their likes and dislikes of food served at the center. Analysis of corpsmember perceptions of the center, staff attitudes, and their satisfaction or displeasure with academic and vocational skills training should lead to programmatic changes and greatly improved staff-corpsmember relationships.

Finally, each of the demonstration and experimentation components of the expanded Job Corps program must be carefully assessed. Evaluation designs are currently being developed for the advanced career training, industry work experience, and military components. The performance of centers operated by CBO's, prime sponsors, and unions must be carefully assessed to determine the efficacy of these approaches. Special centers or components for Indians, offenders, the handicapped, and women with children will be studied. A research and evaluation plan for the entire array of new initiatives is being developed and will be completed by the end of Fiscal Year 1978.

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